



**REPORT**  
**OF THE PROCEEDINGS**  
of the  
**FORTY-EIGHTH**  
**Annual Convention**

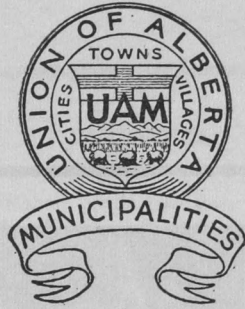


OCTOBER 30th and 31st, 1952



Edmonton, Alberta





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**FORTY-EIGHTH**  
**Annual Convention**



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**ROBERT STEELE GILLESPIE**  
**1894-1953**

President, Union of Alberta  
Municipalities, 1942-1943

## IN MEMORIAM

In the passing of Robert Steele Gillespie, the Union of Alberta Municipalities has suffered the loss of a steadfast friend and an able advisor. For the seventeen years during which he was a member of our Union his tireless devotion to the advancement of the objects of the Union was an inspiration to all. Ever willing to serve, without thought of self, his advice and example were invaluable. His loss is a severe blow to the Union.

Bob, as he was popularly known to all of us, was born in Galt, Ontario, in 1894. He attended the University of Toronto, from which he graduated in absentia in 1914. At that time he was with the Royal Canadian Artillery in which he served with distinction. During the war he was awarded the Military Cross for gallantry and was promoted to the rank of Captain.

He settled in Red Deer in 1924 and was appointed City Commissioner in 1935, a post which he held until his death on January 28th, 1953, after a long illness.

Active in all phases of public life, he was a member of the Rotary Club, of the Red Deer Fair Board, and of the Board of Knox Presbyterian Church. He served as Scoutmaster for a time and commanded the 78th Reserve Battery in Red Deer during the last war.

He attended every convention of the Union for sixteen years and took a prominent part in the discussions. At the last convention he was absent by reason of ill health, and at this meeting the delegates unanimously elected him a life member as a mark of their affection and esteem.

It will be long years before the mention of the Union of Alberta Municipalities does not bring back his memory.



**L. SHERMAN TURCOTTE**  
**Alderman, Lethbridge**

President, Union of Alberta  
Municipalities, 1952-1953

UNION OF ALBERTA MUNICIPALITIES  
OFFICERS, 1952-53



**Patrons**

HON. J. J. BOWLEN, Lieutenant-Governor, Province of Alberta

HON. E. C. MANNING, Premier of Alberta

HON. C. E. GERHART, Minister of Municipal Affairs

**Honorary President**

H. LYNCH-STAUTON, Didsbury

**President**

L. S. TURCOTTE, Lethbridge

**First Vice-President**

D. H. MACKAY, Mayor, Calgary

**Second Vice-President**

FRANK ABOUSSAFY, Mayor, Coleman

**Secretary-Treasurer**

J. H. GALBRAITH, Secretary-Treasurer, Ponoka

## LIST OF COMMITTEES, 1952-53



### Executive

WM. HAWRELAK, Mayor, Edmonton  
F. D. WHITE, Secretary-Treasurer, Camrose  
J. KORDICH, Mayor, Ryley  
A. E. ELLIS, Mayor, Lacombe  
J. E. McLEOD, Secretary-Treasurer, Olds  
C. D. ANDERSON, Alderman, Drumheller  
J. M. STONE, Mayor, Jasper Place

### Legislative

T. E. GARSIDE, Edmonton  
J. A. BEVERIDGE, Red Deer  
E. M. BREDIN, Calgary  
A. W. SHACKLEFORD, Lethbridge  
ROSS L. ELLIS, High River

### Official Organ

Western Municipal News, Miss Catherine Forrest, Editor

## TABLE OF CONTENTS

	Page
List of Members, 1952 .....	12
List of Delegates Attending 48th Annual Convention .....	13
Address: Hon. J. J. Bowlen .....	16
Address of Welcome: Mayor Wm. Hawrelak .....	17
President's Report .....	20
Secretary-Treasurers' Report and Financial Statement .....	22
Report of Legislative Committee—Mr. T. E. Garside, Q.C. ....	26
Address: "General Rules To Be Followed in Financing Municipal Projects"—Mr. G. M. Blackstock .....	37
Address: "The Development of Urban Municipalities in Alberta"— Dr. E. J. Hanson, University of Alberta .....	62
Address: Mr. G. W. Moyer, A.A.M.D. ....	70
Address: "Sidewalk Construction"—Mr. L. A. Thorssen, University of Alberta .....	72
Address: Hon. C. E. Gerhart .....	79
Address: "The Industrial Development of Alberta"— Mr. J. E. Oberholtzer .....	90
Address: "Street Construction and Maintenance"— Dean R. M. Hardy, University of Alberta .....	97
Address: "The Neighborhood Unit and Its Relationship to Public Utilities"—Mr. D. B. Menzies .....	101
Report of Nominating Committee .....	109
List of Past Conventions .....	112
List of Past Presidents .....	113
List of Life Members .....	114

## INDEX OF RESOLUTIONS



	Page
Dominion Government Grant in Lieu of Provincial Income Tax .....	34
Licensing of Insurance Agents .....	35
Government Grants for Education .....	50
Committee of Inquiry re Distribution of School Grants .....	52
Municipal Assistance Grants .....	55
Municipal Authority to Purchase Building Sites .....	56
Empire Day Holiday .....	57
Public Welfare Assistance Act .....	58
Maintenance of Prisoners' Families .....	60
Advisory Committee re Grants-in-Aid .....	61
Housing for Municipal Employees .....	61
Dominion Government Sales Tax .....	62
Life Membership—R. S. Gillespie .....	84
Taxation of Crown Property .....	84
Fines Under Liquor Control Act .....	86
Construction and Maintenance Cost of Highways .....	87
Grants for Public Welfare .....	104
Alternate Vote for Property Owners .....	105
Low Cost Housing .....	105
Housing Loans, C.M.H.C. ....	107
Hawkers and Peddlers .....	108
Deadline for Resolutions .....	108
Clerks and Secretary-Treasurers' Association .....	108
Mackay Brief .....	109

## UNION OF ALBERTA MUNICIPALITIES



### PART 1 — CONSTITUTION

1. The name shall be the Union of Alberta Municipalities.

2. The members of the Union shall consist of three classes, viz: Active Members, Life Members and Associate Members.

Active members shall consist of all Municipalities of Alberta other than Rural Municipalities and Local Improvement Districts, which by vote of their councils declare their intention of joining the Union and on paying the prescribed annual fees. Such membership shall be represented at the annual convention as hereinafter provided by Section 6.

Life members shall consist of all persons who have been duly elected and have served at least one year as a member of the Executive Council, or any other persons who have held municipal office or rendered any signal service to municipalities in general and who have been regularly proposed, seconded and elected as such life member by a two-thirds vote of the delegates present at any annual convention. Life members shall be entitled to all the privileges of an ordinary delegate, but shall not be liable to any annual fee.

Associate members shall be any persons interested in municipal affairs who wish to attend the Annual Convention and who pay an annual fee of \$1.00. Such associate members shall have the privilege of the floor, but shall have no vote, nor shall they be entitled to be elected to any office in the Union.

### OBJECTS

3. The objects of the Union shall be the general improvement of every branch of Municipal Government and Administration by the following means:

(a) The perpetuation of the organization as an agency for the co-operation of Alberta Municipalities in all questions pertaining to Municipal Government and Administration.

(b) In particular the guidance and improvement of legislation, both of the Dominion and Province upon municipal questions, and the betterment of municipal interests generally.

(c) The holding of Annual Conventions for discussions, information and resolutions on the above subjects.

(d) The securing of united action for the protection of individual Municipalities and Municipal interests as a whole against legislative enactments or other encroachments of corporations and others.

(e) Each member of the Union shall report to the Executive Committee any matter affecting or bearing upon the objects of the Union. Any requests for special legislation, and any requests for general legislation, shall be submitted for the approval of the Convention or its Executive.

(f) The Executive may confer and vote by correspondence, and shall be a general administration committee.

(g) During the convention such members of last year's Executive as are continuing delegates shall form a committee on resolutions with such delegates as may be added by the Convention at its first session for that Convention only.

(h) The Executive shall meet at an hour to be arranged by the President, immediately before the annual meeting, and at such other times as may be required on the call of the President or a majority of the Committee.

(i) Vacancies on the Executive may be filled by the Executive for the remainder of the year and until the next Annual Meeting.

(j) The books and accounts of the Secretary-Treasurer shall be audited by an official auditor, unless otherwise decided by the Executive Committee.

### FEES

4. The following shall be the schedule of yearly fees to be paid by the members:

POPULATION		POPULATION	
Up to 300 .....	\$ 5.00	3,001 to 5,000 .....	\$ 45.00
301 to 500 .....	10.00	5,001 to 10,000 .....	75.00
501 to 1,000 .....	15.00	10,001 to 20,000 .....	125.00
1,001 to 1,500 .....	22.50	20,001 to 50,000 .....	200.00
1,501 to 3,000 .....	30.00	Over 50,000 .....	300.00

### ANNUAL MEETING

5. The Annual Meeting shall be held at such place as shall be determined by a vote of the previous Annual Convention, and shall be held at such time as the Executive Committee shall determine.

(a) All members of the Union shall be notified of the date of the Annual Convention at least six weeks prior to the date set.

(b) All resolutions to be presented at the Convention shall be required to be in the hands of the Secretary at least three weeks prior to the date of the Annual Convention and all members of the organization shall be furnished with copies of the proposed resolutions at least one week prior to the Convention date.

(c) No resolutions shall be considered unless presented as above, unless so decided by a two-thirds vote of the convention, the advisability of which is not debatable.

(d) The delegates may be arranged into various sections composed of delegates representing Cities, Towns and Villages respectively, each having its own convener appointed by the Convention, and having power to discuss, adopt and present resolutions to the Convention through the Committee on Resolutions, and provision may be made on the programme for the meeting of these sections.

### REPRESENTATION

6. Each Municipality shall be entitled to send such representatives not exceeding the number of its Municipal Council, as its Council may annually appoint. Votes in Convention may be taken by show of hands.

### OFFICERS

7. The officers of the Union shall be a president, two Vice-Presidents and a Secretary-Treasurer. In the event of a vacancy occurring during the year the Executive Committee may, by a majority vote of its members elect any delegate who was present at the preceding Convention to fill the vacant office, and the person so elected shall hold office until the next general election. Officers shall be elected from those who are actively engaged in urban municipal work and should they cease to be so engaged they shall not be eligible for re-election at the expiry of their term as an officer of the Union. In case a person elected or appointed to an office on any committee of this Association ceases to be actively engaged in urban municipal work, such person shall thereupon, on resolution of the Executive, cease to hold office to which such person was so elected or appointed, and whenever such case occurs the Executive Committee may appoint an eligible person to fill the vacancy so created.

### THE EXECUTIVE

8. There shall be an Executive Committee, which shall be composed of the President, the immediate Past President, two Vice-Presidents, Secretary-Treasurer, and seven other members elected at the Annual Convention of which the President shall be chairman.

### QUORUM

9. Four members of the Executive Committee at any time shall form a quorum thereof.

### LEGISLATIVE COMMITTEE

10. There shall be a Legislative Committee consisting of the President, the Secretary-Treasurer and five other members elected at the Annual Convention, of which the President shall be the Chairman. The duties of this Committee shall be to deal with all matters of Legislation affecting urban municipalities which may require attention from time to time, and also to present to the proper authorities such resolutions as may be passed by the delegates in convention assembled and report the action on same by the said authorities at the following convention.

### AMENDMENTS

11. Resolution for the amendment of the Constitution or any other purpose shall in the first instance be referred to the Resolutions Committee to report thereon to the convention unless by two-thirds vote of the representatives present and voting the rule is dispensed with.

### RULES OF PROCEDURE

12. The Rules of Procedure shall be those in general use at Council Meeting in the Province of Alberta.

### CITIES, TOWNS AND VILLAGES IN ACTIVE MEMBERSHIP DURING 1952

#### 7 Cities

Calgary	Edmonton	Wetaskiwin	Medicine Hat
Drumheller	Lethbridge	Red Deer	

#### 59 Towns

Athabasca	Grande Prairie	Peace River
Barrhead	Granum	Pincher Creek
Bassano	Hanna	Ponoka
Blairmore	Hardisty	Raymond
Bonnyville	High River	Redcliff
Bow Island	Innisfail	Rimbey
Bowness	Irvine	Rocky Mt. House
Brooks	Jasper Place	Spirit River
Camrose	Lacombe	Stavely
Castor	Lac La Biche	Stettler
Cardston	Leduc	Stony Plain
Claresholm	Macleod	Taber
Coleman	Magrath	Three Hills
Coronation	McLennan	Tofield
Devon	McMurray	Vegreville
Didsbury	Morinville	Vermillion
Edson	Mundare	Vulcan
Fairview	Nanton	Wainwright
Ft. Saskatchewan	Okotoks	Westlock
Gleichen	Olds	

#### 83 Villages

Alix	Delia	Morrin
Arrowwood	Derwent	Munson
Barons	Donalda	Myrnam
Bashaw	Eckville	New Norway
Beaverlodge	Edgerton	Nobleford
Bentley	Elk Point	Oyen
Berwyn	Elnora	Picture Butte
Big Valley	Empress	Provost
Bittern Lake	Ferintosh	Radway
Black Diamond	Forestburg	Rockyford
Blackfalds	Forest Lawn	Rycroft
Blackie	Frank	Ryley
Bowden	Galahad	Sexsmith
Burdett	Grassy Lake	Smoky Lake
Calmar	Grimshaw	Standard
Carbon	Hughenden	Stirling
Carmangay	Hythe	Strome
Caroline	Irma	Tilley
Carstairs	Killam	Trochu
Cereal	Lamont	Turner Valley
Chipman	Lavoy	Veteran

Clyde	Lomond	Viking
Coaldale	Lougheed	Warner
Cochrane	Manville	Waskatenau
Consort	Mayerthorpe	Wembley
Craigmyle	Millet	Wildwood
Crossfield	Milo	Youngstown
Delburne	Mirror	

**LIST OF DELEGATES AND OTHERS WHO ATTENDED THE 48th  
ANNUAL CONVENTION OF THE UNION OF ALBERTA  
MUNICIPALITIES, MACDONALD HOTEL, EDMONTON,  
THURSDAY AND FRIDAY, OCTOBER 30th and 31st, 1952**

**Place**

Alix .....	W. D. Clarke .....	Secretary-Treasurer
Athabasca .....	R. K. McCallum .....	Secretary-Treasurer
	John P. Evans .....	Life Member
Barrhead .....	Chas. Yuill .....	Mayor
Blairmore .....	L. Before .....	Councillor
	C. M. Larbalestier .....	Secretary-Treasurer
Bonnyville .....	A. Muller .....	Mayor
	M. A. Biron .....	Secretary-Treasurer
Bowden .....	H. E. Morris .....	Mayor
	Mrs. Sylvia Shenfield .....	Secretary-Treasurer
Bow Island .....	H. J. Noble .....	Secretary-Treasurer
	A. J. Bonette .....	Mayor
Bowness .....	H. Bartlett .....	Secretary-Treasurer
	J. Macintosh .....	Mayor
Calgary .....	Mrs. Rose Wilkinson .....	Alderman
	E. A. Hookway .....	Commissioner of Finance
	Donald H. Mackay .....	Mayor
	Paul Brecken .....	Alderman
	E. M. Bredin .....	City Solicitor
Camrose .....	Fred D. White .....	Secretary-Treasurer
Cardston .....	Wm. Cooper .....	Mayor
	Hy. H. Atkins .....	Councillor
Castor .....	F. H. Tucker .....	Secretary-Treasurer
	H. J. Zinger .....	Councillor
Chipman .....	H. A. Paige .....	Deputy Mayor
Coaldale .....	Mrs. E. C. Baldry .....	Secretary-Treasurer
	R. G. Davies .....	Mayor
	F. M. Pearson .....	Councillor
Coleman .....	N. E. Aboussafy .....	Mayor
	E. W. Dibblee .....	Councillor
	T. A. Collister .....	Secretary-Treasurer
Crossfield .....	Harry May .....	Secretary-Treasurer
Coronation .....	John Stewart .....	Mayor
Devon .....	B. D. Stover .....	Secretary-Treasurer
	J. J. Bawen .....	Councillor

Didsbury .....	H. Lynch-Staunton .....	Mayor
	W. Rust .....	Councillor
	F. L. Evans .....	Secretary-Treasurer
	Ed. Klinch .....	Councillor
Donalda .....	O. M. Vikse .....	Secretary-Treasurer
	W. Clement .....	Councillor
	C. Lausen .....	Mayor
Drumheller .....	Jas. J. Part .....	City Manager
	R. Brannand .....	Alderman
	Don Anderson .....	Alderman
Edmonton .....	A. W. Morrison .....	Dept. Municipal Affairs
	J. M. Heaton .....	Dept. Municipal Affairs
	A. W. Miller .....	Alderman
	W. A. Plowman .....	City Treasurer
	Wm. Hawrelak .....	Mayor
	T. E. Garside .....	City Solicitor
	F. J. Mitchell .....	Alderman
	C. E. Gerhart .....	Minister D.M.A.
	Mrs. T. H. Field .....	Alderman
	H. K. Fleming .....	West. Municipal Supplies
	Sidney J. Gee .....	Assessor
	R. M. Hardy .....	University of Alberta
	E. J. Hanson .....	University of Alberta
	L. A. Thorsen .....	University of Alberta
	G. M. Blackstock .....	Chairman Board of P.U.C.
	J. E. Oberholtzer .....	Dep. Min. Econ. Affs.
Edson .....	E. H. Tucker .....	Secretary-Treasurer
Forest Lawn .....	Jas. M. Baillie .....	Secretary-Treasurer
	J. Maveety .....	Mayor
Fort Macleod .....	A. G. Millar .....	Secretary-Treasurer
Ft. Saskatchewan .....	G. W. Moyer .....	Alberta Ass'n. of Mun. Districts
	Leonard Browne .....	Secretary-Treasurer
	Chas. F. Lowe .....	Mayor
Frank .....	Mrs. L. M. Kutcher .....	Secretary-Treasurer
Grimshaw .....	W. H. Wortman .....	Mayor
High River .....	R. Kirton .....	Deputy Mayor
	Ross L. Ellis .....	Mayor
Innisfail .....	H. A. Little .....	Secretary-Treasurer
Jasper Place .....	J. M. Stone .....	Mayor
	Kenneth L. Newman .....	Councillor
	T. Wm. Nordon .....	Councillor
	R. F. Lambert .....	Councillor
	S. Gottlieb .....	Councillor
	D. W. Barnes .....	Councillor
	W. F. Broadstock .....	Secretary-Treasurer
Lac La Biche .....	E. H. Weeres .....	Secretary-Treasurer
Lacombe .....	Perry W. Pratt .....	Mayor
	A. E. Ellis .....	Councillor
	C. B. Hyndman .....	Secretary-Treasurer

	O. S. Young .....	Councillor
	F. E. Newman .....	Councillor
Lamont .....	A. W. Cholak .....	Mayor
	M. R. Gregory .....	Secretary-Treasurer
Lethbridge .....	L. S. Turcotte .....	Alderman
	A. L. H. Somerville .....	City Manager
	(Miss) L. M. Parry .....	Alderman
	A. W. Shackelford .....	Mayor
Leduc .....	H. L. Wismer .....	Councillor
Magrath .....	E. P. Tanner .....	Mayor
	J. T. Steele .....	Secretary-Treasurer
Medicine Hat .....	(Mrs.) L. E. Gust .....	Alderman
	James C. Kidd .....	City Solicitor
Olds .....	Ted Miller .....	Mayor
	J. E. McLeod .....	Secretary-Treasurer
Peace River .....	E. L. Lamont .....	Secretary-Treasurer
Ponoka .....	A. J. Crandall .....	Councillor
	J. H. Galbraith .....	Secretary-Treasurer
Raymond .....	Wm. W. Wilde .....	Councillor
	W. L. Jones .....	Secretary-Treasurer
Red Deer .....	E. F. Murphy .....	City Solicitor
	J. A. Beveridge .....	City Commissioner
	Paul Crawford .....	Mayor
	Geo. A. Nechkin .....	City Clerk
	W. B. Parsons, M.D. ....	Alderman
Rimbey .....	G. O. Fry .....	Councillor
	Ben Gunn .....	Mayor
	(Miss) M. Irene Wright .....	Secretary-Treasurer
Ryley .....	R. O. Selthun .....	Secretary-Treasurer
	John Kordich .....	Mayor
Stettler .....	Don Canadine .....	Secretary-Treasurer
Tilley .....	D. C. Foster .....	Secretary-Treasurer
Tofield .....	J. E. Stinson .....	Secretary-Treasurer
Trochu .....	M. L. Dowell .....	Mayor
Vegreville .....	A. A. Cantrill .....	Secretary-Treasurer
Vermilion .....	B. C. Ackerman .....	Executive Secretary
	H. J. Payne .....	Councillor
Vulcan .....	W. Dyce Allan .....	Mayor
	(Mrs.) Edna M. Farr .....	Secretary-Treasurer
	D. D. McQueen .....	Secretary-Treasurer
		County of Vulcan
Wainwright .....	D. Pawsey .....	Secretary-Treasurer
	J. Robinson .....	Mayor
Westlock .....	C. A. Roulston .....	Secretary-Treasurer
Wetaskiwin .....	Chas. D. Enman .....	Mayor
	W. A. McAllister .....	Alderman
Wildwood .....	H. W. Edgar .....	Mayor
	Myron Nikuluk .....	Secretary-Treasurer
Winnipeg .....	(Miss) Catherine I. Forrest	

Editor, Western Municipal News

**FORTY-EIGHTH ANNUAL CONVENTION**

Macdonald Hotel, Edmonton, Alberta

October 30th and 31st, 1952

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The convention opened with the singing of "O Canada". President H. Lynch-Staunton of Didsbury was in the chair.

**PRESIDENT:** At this time it gives me great pleasure to call on a real old-timer in Alberta, a man that knows Alberta as well as anybody in Alberta. He has farmed and ranched at different places all over the province and knows rural conditions and small towns conditions. The Honourable J. J. Bowlen, Lieutenant-Governor of Alberta.

**HON. J. J. BOWLEN:** Mr. Chairman, Your Worship the Mayor of Edmonton—and I think the Mayor of Calgary and a lot of others are here too—delegates, ladies and gentlemen.

I appreciate being invited to say a few words here this morning and to express to you the greetings and good wishes of my office. This is a fine delegation here from all parts of the province. I just beat this organization here by a little while myself, as I came 50 years ago to live here in the west and your organization is 48 years old, which is a long time to carry on. It is a splendid idea to get organized and to come together in convention once a year so that those responsible for the administration of our cities and towns and villages can meet.

I want to say now that I hold in high admiration those responsible for the administration of the towns and cities of this country. We know of countries not far away where they have a good many difficulties in carrying on the affairs of their towns and cities. We have men and women giving their time to the administration of our affairs. They have a sense of civic pride and public responsibility. They are proud to do it, not because there is anything in it, but they give their time and attention as if their lives depended upon it.

I do appreciate that the mayors and councillors and aldermen, especially in the smaller towns, have had difficulties in carrying on. It is nice to be here and meet those who carry on this work. We have a federal government and they have their duties. Then we have the provincial government and they get a little closer to the people. But the rural and urban municipal governments are what the people look to for things they really need themselves and it is the closest form of administration to the people that we have in this country.

You have quite a program this morning and so I don't intend to say much to you, but I assure you I am proud to be here with you.

I am particularly pleased to see the small towns in this province putting in the utilities. That is a good move. I enjoyed living in a small town and sometimes when I try to park my car in Edmonton I wish I were in one again. These cities are growing so fast. Now that you are putting in the

utilities in the smaller towns you will have retired people living in them, as they want to do. But when they don't have the facilities it is almost necessary for them to go to the larger cities. Now in my opinion many will settle in the districts where they are acquainted and have been doing business for years—retired farmers and ranchers and professional businessmen. You have the opportunity now of getting money for utilities at a reasonable rate and you are able to get it. I think that is very very good.

I am not going to hold you up long this morning, but I would like to say that I attended the Canadian Federation of Mayors and Municipalities convention in Calgary last summer and I want to give credit to those responsible for bringing that organization into Alberta. The convention was so well carried out. I thought it was wonderful. Cities and towns all across Canada were represented. I do wish to pay tribute to the Mayor of Calgary and those who assisted in carrying out that conference there. It could not have been better. They have always done well there, and here in Edmonton too, and when we have delegations coming to Alberta they like to come because they have the feeling they are made at home, and I hope that some day in the near future Edmonton will be able to induce that conference to come here.

Now, ladies and gentlemen, I don't think there is much more to say except that I am pleased to be here and hope that your convention will be a great success.

**PRESIDENT:** Thank you very much, Your Honour. I am now going to call on the man who has the biggest headache in Canada—at least his city is the fastest growing in Canada. Mayor William Hawrelak.

**MAYOR HAWRELAK:** Mr. President, Your Honour, ladies and gentlemen. I am delighted indeed to have this opportunity of welcoming the delegates to this important convention. I welcome you to your own capital city. There are cities in this province, and the reason there are cities at all is because there are communities around cities—because we have towns and villages and rural communities. If it were not for those other communities, we would have no cities, so if we are cities we must give credit to our people in outlying territories.

This is your capital city, and during your stay here I hope you feel at home, because our people, I am sure, will extend warmth and hospitality as much as they can to make you feel that this is your city. If there are any special distinctions about our city, I would like to suggest two—one, that we are a rapidly developing oil industry centre in Canada, and allied with the oil development is the new petro-chemical industry. The products of that establishment are not on the market yet, but it won't be too long before this area is recognized as one of the up and coming petro-chemical centres of Canada and the continent.

The other special distinction we have, I think, is from last Saturday night's game. I think there is a lot in how we play football and how we win games. Because of this latter distinction, I think Calgary would like to remember us and put us in their good deed book.

You and I, as municipal representatives, are gathered here at the annual convention of our association. We have come here to try and discuss and solve some of the many common problems which face us. I do not think that our problems are different at all as between even the rural municipalities, towns, villages and cities. I think there is only one difference, and that is in degree. The cities, of course, growing so rapidly, have a more urgent problem, but the problems are much the same in all municipal levels of government.

Our problem, it seems to me is that of rising costs of rendering municipal service, and because costs are rising so rapidly we are reaching the point where the source of revenue that municipalities have is at a dangerous level. We have only one source and that is taxes on real property. Any taxing we do and services we pay for comes from the taxpayers' pockets, taxes on real property. If costs continue to rise and the reluctance of the taxpayer is going to overbear, we are going to be in really serious trouble.

There is a new trend of rendering still more services to our citizens and this requires new sources of revenue. But we have only one source. Are we going to continue rendering the same level of service to our citizens as has been the custom to give them, and if so are we going to be able to finance it? Are we going to give them the advantage of the new and modern trend of increasing those services? If we are, we must find additional sources of revenue. Real property is not going to be able to stand further increases in taxation. If these are the problems, where do we go from there?

Being creations of the provincial government, there is only one place we can go and that is to our senior government. We were established by them. We are responsible to our people and to them. That is where a real spirit of co-operation must exist between the two levels of government. We must make our case clear and definite to the provincial government and be prepared to co-operate with them if we can, to obtain the assistance we ought to, to carry out the services that we must.

To me it seems that the problems fall into four special categories. It seems to me that the assistance which the provincial government started to give through the Municipal Assistance Act, the year before last, must be widened in scope. There must be a more equitable distribution of this fund, giving some recognition to some of the special circumstances and conditions that prevail.

Briefly I want to enumerate some of those things that are going to be important. We will have to approach the provincial government and tell them there must be an extension of the scope and application of this particular assistance. I think too that if we are to follow the modern trend of increasing municipal services to our citizens then the provincial government should be asked to accept a larger share of that cost—and I speak of public and child welfare. They have set the pattern in one or two instances of accepting 80% of the share of allowances given to mothers. It seems to be the common thinking of municipalities that that ratio of cost should be in all the fields of public and child welfare because in some we now only get 50%. We think as our people require these services that the cost must be borne, but to a larger degree by the provincial government.

I think also in regard to capital construction costs—goodness knows that in every municipality, town and village we have a lot to do in the province of further capital construction and further services, utilities, and so on. But to do these things we require money, and I for one feel that we must go to the government there again and ask them for loans. I am not one of those that think we ought to ask the senior government to give grants for construction without some control. It seems to me they should have some definite control. If the municipalities are able to get loans over a long period of time at low rates of interest it will help to a great degree.

The fourth point that I think is very important is the matter of education. That is something that should be reviewed as soon as possible, the allocation of financial responsibilities and all other responsibilities as between the government, the municipality and the school board. The Judge Report had something to say about education, and made certain recommendations. But since then things have changed and perhaps they are now slightly out of date. I think we should ask the government for a review of that situation.

Those are just some of the observations I would like to make now. I think they are all pretty much included in the resolutions that are coming before the convention but they are problems we must face and must solve together, because they are common to us all. To the degree that we are able to present them unitedly with fairness and justice to our senior government, to that degree we will be successful. This is one time we cannot afford to misconstrue our problem and its seriousness.

In conclusion, I had hoped that during the course of our discussions here we would find time to have some pleasure as well because the success of any meeting really cannot be attained to its full degree unless you and I have some measure of relaxation. I hope you will find some places of amusement here and that you will enjoy yourselves. I hope too that our deliberations will be successful, because this year with this modern trend of thinking and this modern idea of municipal services, we are facing a problem which perhaps we have not faced before. We do have an important responsibility to our citizens and to ourselves as their representatives.

It has been a pleasure to have been invited to say these few words to you, and I hope the convention will be a great success.

PRESIDENT: I will now call on Alderman Turcotte of Lethbridge to reply to the address of welcome.

MR. TURCOTTE: Mr. President, Your Honour the Lieutenant-Governor, Mr. Mayor and fellow delegates. It certainly is a great pleasure for me to speak on behalf of the delegates from outside the city of Edmonton and express our thanks for the very fine addresses of welcome we have received this morning from His Honour the Lieutenant-Governor and the Mayor of Edmonton. The Lieutenant-Governor stated he came to Alberta in 1902 and that this organization was formed in 1905. The Lieutenant-Governor in his personal capacity during 50 years has contributed a great deal to the growth of the province of Alberta, and I am sure people all realize his contribution to the province. In the same way this Union has made a great contribution to the progress and welfare of this province, and

year by year the problems which confront us as representatives of the various municipalities continue to grow, and it is my feeling, and I think it is that of everyone here this morning that this is probably one of the most important conventions of this union which has ever been held.

I am always happy to come to this city of Edmonton which is so beautifully situated on the banks of the North Saskatchewan. I came to school here and I certainly enjoy it every time I have a visit here and I know this will not be any exception. I know we are all going to be very happy with our visit and am sure that as a result of our deliberations we will come out of this convention with some very constructive and worth-while ideas and resolutions. Thank you again, Mr. Mayor.

PRESIDENT: Thank you, Alderman Turcotte. It is now time for the President's address according to our program.  
Ladies and Gentlemen:

It gives me great pleasure to welcome you here to our 48th Annual Convention and to note the amount of interest you are taking in Municipal affairs. We have varied our program somewhat this year with a view to giving you something more practical to take home to your respective communities. While the technique of building sidewalks, roads, etc., is largely left to engineers and other trained personnel in the larger centres, this is not possible in the smaller places and the more practical knowledge you can acquire along these lines, the better administrators you will make for your communities. I hope that our program this year meets with your approval.

Owing to the increase in costs of all kinds, the problems of the municipalities over the past year have been largely centred around finance. It soon became apparent that in the face of these rising costs, the Municipal Assistanc Act, as originally passed by the government, would have to be revised. The government met with your executive and the executive of the rural organization and as a result of these meetings we mutually agreed that some changes would have to be made to the Act. It was accordingly amended to allow for the mill rate to be increased proportionately with the increase in the cost of living, thereby enabling many of our Municipalities to benefit by the conditional grant for which otherwise they could not have qualified. While I personally do not approve of the conditional grant feature of the Act, I do appreciate the fact that the government was prepared to meet with us with a view to making changes that would meet with our approval.

Finance is the greatest problem facing all our Municipalities today and it is going to remain a problem for many years to come. As you all know, the foundation of our income is the real property tax. This will always be so, as in our small areas, no other basis of taxation is practical. Real property is immovable and must remain under the jurisdiction of the municipality in which it is situated. Attempts have been made from time to time, to collect personal property taxes but they are not satisfactory as it is too easy to remove personal property from one municipality to another and even, for that matter, to other provinces. And yet, there is no valid reason why

personal property should not be taxable in the same manner as real property; for example, you may have, say, a resident who owns \$20,000.00 worth of land and no other assets of any account. You are able to collect taxes from him without difficulty. Across the street from him lives another resident of your municipality. This man owns no land but has \$20,000.00 in stocks and bonds. Both these men get the same service from the Municipality so far as policing, scavenging, utilities, hospital service and schools are concerned. Both are worth approximately the same amount. And yet, while one contributes heavily to the upkeep of the municipality and the costs of the services which he enjoys, the other contributes practically nothing, for identical service. This does not seem fair and the obvious way to remedy the situation would be to tax the stocks and bonds on the same basis as the real estate. But this is practically impossible to do. Any attempt to do so by a municipality will immediately result in the removal of the securities to some other municipality where no such tax is imposed. Even a provincial tax along this line would have the same result—a removal of the assets to some other province where they were not taxed. However, it could be handled on a Dominion-wide basis, as the Income Tax is, and possibly the solution is for the Dominion Government to assess such a tax and use the money raised from this source to make grants to the Municipalities.

There is no doubt that the modern Municipality needs more revenue than it can derive from the real property tax alone. Originally the municipalities levied for road work and general municipal improvements only. The school boards also levied their own taxes for elementary schools only. Gradually the two separate taxes were amalgamated. Then the Municipalities were called upon to collect revenue for other purposes—hospitals, public health, policing, fire protection, relief, and numerous other services, until today practically every new idea is charged to a great extent to property taxes. If it is decided to extend the hospital or add other facilities to it the property owner must pay more. If it is decided to extend the school or build an auditorium or to provide free medical and dental services, the impact falls to a large extent on the property owner. Most of these services are just as valuable to the man with the \$20,000.00 worth of bonds as they are to the man with the \$20,000.00 worth of land and they should both share equally in the costs.

It is true that both Senior Governments today contribute far more towards municipal improvements than they did in the past. It is true that they realize that they are under some responsibility for many of the services that the people now demand. But their assistance is not given on any scientific basis and no attempt is made to equalize the local taxation load between the real property owner and the personal property owner.

During the past year your executive felt that some research work should be done along the lines of equalizing the burden of municipal taxation and we are indebted to Mayor Mackay of Calgary for the very comprehensive and enlightening brief that he has prepared on the subject. One of his suggestions is a conference between the municipal authorities, the provincial authorities and the federal authorities. Possibly if such a conference

could be arranged we could get to the root of some of our problems and get municipal finance on a proper business-like basis, whereby all residents of the municipality bear an equal share of the costs of the services that they demand and enjoy according to their ability to pay.

Such matters as relief, hospitalization, education and Health Units can best be administered through local boards that have a first hand knowledge of the existing conditions. The administration of these matters should therefore, I believe, be left as they are. I also believe that the real property owners should contribute their fair share towards the costs of these services but I feel that they are now contributing more than their share. The problem today is to determine what proportion should be borne by real property and what proportion should be borne by other forms of wealth. When we have done this, we should be able to devise a tax system that would collect from each class in the proper proportion.

I will now call on Mr. Galbraith to give the report of the Secretary-Treasurer.

MR. GALBRAITH: Mr. President, Ladies and Gentlemen:

During the year which has elapsed since our last convention, the Union has been unusually active.

At the executive meeting following adjournment of the last convention, a motion by Mayor Don Mackay was adopted suggesting the arrangement of a joint meeting of the executives of our Union and of our rural counterpart, the Alberta Association of Municipal Districts, to discuss the Municipal Assistance Act. The latter organization co-operated to the fullest extent, and we met in the Corona Hotel, Edmonton, on December 19th, 1951. While you were provided with the minutes at the time, it might not be amiss to recall a few of the highlights.

Statistics studied revealed that 18 towns, 62 villages, and 10 municipal districts had failed to qualify for the conditional grant in 1951.

The general feeling of the meeting was that any attempt to stabilize mill rates would prove abortive until such time as the cost of living was also stabilized. It was felt further, that the conditional feature of the grant carried an implication that local governing bodies were levying taxes which were higher than conditions warranted.

A resolution moved by the Alberta Association of Municipal Districts and seconded by this Union was adopted unanimously. It pointed out the difficulties experienced by municipal bodies in qualifying for the grant and, while giving credit to the Government for their attempt to help the municipalities, it requested the Government to distribute the grant unconditionally until such time as economic conditions became stabilized.

On December 20th the resolution was submitted to the Cabinet. After listening to the presentation, the Cabinet suggested that a committee be appointed from the municipal representatives present, that they confer with the officials of the Department of Municipal Affairs, and that they present their findings to the Government later.

This was done, and the special committee met Premier Manning and members of the Cabinet on February 18th of this year. The Premier made it clear that the Government wished to retain the conditional feature of the Act but agreed that some concession might be granted in view of the rapidly mounting cost of living.

Subsequently legislation amending the Act was passed, as you all know, permitting an increase in the mill rate of 10.8% by any municipality without disqualifying it from participation in the conditional grant.

On December 20th, 1951, your Legislative Committee met the Cabinet and presented the resolutions passed at our last convention. I regret that I did not receive the Government's reply in time to have copies sent out to you. However, I have since had it mimeographed and you will find copies at the registration table. Mr. Garside, the Chairman of the Committee, will give the report on the presentation of the resolutions.

The executive committee met again on April 15th. At this meeting a committee was appointed to prepare a brief on Provincial Municipal relations and to present it later to the executive for study and presentation to the Government if approved. Stemming from this we have Mayor Mackay's brief which was presented to the executive and studied by them at their meeting in Calgary on August 30th. As much of the time of this meeting was taken up in making arrangements for this convention, it was felt that it was not possible to give the brief the study which it deserved. This duty was consequently delegated to the Resolutions Committee which met later on September 30th and discussed the brief in detail. A number of resolutions were adopted crystallizing a number of recommendations of the brief, and these are being submitted to this convention.

The suggestion has been offered by the executive that the Secretary-Treasurers' Section meet in this hotel on Saturday forenoon. All of the talks to be given on our program promise to be of vital interest to secretary-treasurers and it is felt that they should not miss any of them by reason of their own meeting. A decision on this point should be made immediately to permit of arrangements being made with the hotel management for a suitable room.

We are breaking new ground this year in confining addresses to technical talks on practical matters of immediate interest to municipal men. We have endeavoured to provide speakers who have intimate knowledge of their respective subjects, and it is the hope of the executive that you will approve their action in changing the type of program provided.

I would like to place on record at this time my thanks to Mr. Jim Beveridge, Ass't. City Commissioner, Red Deer, for the invaluable assistance he gave me in making up this program. He went to a lot of trouble and study before we came up with this program, and I regret that he modestly left his own name out. However, now that he is one of us, we will be hearing from him again. By the way, all these talks will be recorded verbatim in our annual report which should make it a valuable reference for future use.

We had trouble getting enough centrally located accommodation partly due to some farmers' meeting—stock sale I believe. However, I believe the large majority obtained suitable rooms.

Our finances are in satisfactory condition and our income this year was somewhat in excess of our expenditures. Our expenses were unusually heavy due in part to the extraordinary sessions we had with the Government. Our thanks are due to the Department of Municipal Affairs for their grant of \$250. Perhaps I should add that this almost but not quite paid for the expenses of special meetings with the Government.

The Financial Statement reads as follows:

**UNION OF ALBERTA MUNICIPALITIES — STATEMENT OF  
RECEIPTS AND DISBURSEMENTS FOR PERIOD  
SEPTEMBER 30th, 1951 to OCTOBER 27th, 1952**

**RECEIPTS**

<b>Membership Fees</b> .....	\$ 3,097.50
7 Cities .....	\$ 1,075.00
59 Towns .....	1,360.00
78 Villages .....	662.50
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Grant from Department of Municipal Affairs .....	250.00
Delegates' Registration Fees, 47th Annual Convention, Calgary, 1951 .....	347.00
Interest on Dominion of Canada Bonds .....	45.00
Bank Balance at Credit, September 29th, 1951 .....	380.35
	<hr/>
	\$ 4,119.85

**DISBURSEMENTS**

<b>Committee Expenses</b> .....	\$ 845.90
Executive .....	\$ 522.80
Legislative .....	323.10
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Expenses of Delegations Conferring with Prov. Government ....	274.40
Salary—Secretary-Treasurer .....	700.00
Postage, Telephone and Telegraph .....	110.21
Printing and Stationery .....	204.43
Convention Expenses, Calgary, 1951 .....	847.35
Printing Annual Report .....	508.20
Bank Interest and Exchange on Cheques .....	69.08
Expenses of Delegates to Conference of Canadian Federation of Mayors and Municipalities in Calgary, 1952 .....	61.00
Dues to Canadian Federation of Mayors and Municipalities ....	35.00
Secretary's Bond, \$4.00; Sundries, \$6.00 .....	10.00
Bank Balance at Credit, October 27th, 1952 .....	454.28
	<hr/>
	\$ 4,119.85

I have audited the books of the Union of Alberta Municipalities for the period September 30th, 1951 to October 27th, 1952. All receipts as per duplicate receipts have been accounted for and all disbursements are supported by vouchers. The above is an abstract summary of the cash transactions as shown by the books. Victory Loan Bonds for \$1,500 are held by the Canadian Bank of Commerce, Ponoka, for safe-keeping in the name of the Union of Alberta Municipalities.

Dated at Ponoka in the Province of Alberta this 27th day of October, 1952.

A. E. EASTES,  
Official Auditor.

Our membership has been maintained, and we have five new village members this year.

Resignations and retirements during the year have changed the personnel of our executive. Mr. Bob Alderman was unsuccessful in his bid for a seat on the Calgary City Council and resigned as President of this Union to be succeeded by Mayor H. Lynch-Staunton of Didsbury. Mr. Tommy Wilkes did not contest the Lacombe election and resigned as honorary president of our organization. Mayor Wilson Riley was not elected at Medicine Hat and he has resigned from the executive. All of these officials were keenly interested in Union affairs and their loss to the Union is a real one.

For the first time in seventeen years Mr. Bob Gillespie, City Commissioner, Red Deer, is not a delegate to our convention. As many of you know, he has been in indifferent health for the past year, and the doctor would not permit him to attend. Bob has been a pillar of strength in the Union and I think he would appreciate the fact that he is missed. If it is your desire, I would be glad to send him a telegram to that effect.

During the period under review we have I believe been in closer touch with the Government than at any time previously. They have laid their municipal headaches before us and they have listened to us in an obviously sincere effort to meet our requests for assistance. Our discussions have always been frank and productive of better mutual understanding.

I would like to thank His Worship Mayor Hawrelak for placing the facilities of the Civic Offices at our disposal: Mr. Karl Fleming of Municipal Stationers for the assistance rendered by his office in registering delegates, and Miss Catherine Forrest for the splendid coverage she has given our activities in the Western Municipal News.

During the year I have worked with two different presidents, Mr. Bob Alderman and Mr. H. Lynch-Staunton. Both of these have given us very capable leadership and I have enjoyed to the full my associations with them.

MAYOR MACKAY (CALGARY): I move the adoption of the report of the Secretary-Treasurer, and also that we send a telegram of sympathy to Mr. Gillespie of Red Deer as he suggests.

MAYOR ALLAN (VULCAN): I second the motion.

PRESIDENT: All in favor?

CARRIED.

Mr. Galbraith will now read the roll call.

(ROLL CALL—126 present to date.)

PRESIDENT: Mr. Garside, City Solicitor of Edmonton, will now give the report of the Legislative Committee. He has served this Union for many years and we much appreciate his work in that connection.

MR. GARSIDE: Gentlemen, as instructed at the 1951 Convention, the members of the Legislative Committee, in December last, presented the resolutions passed at that convention to the Provincial Cabinet for consideration.

I show below the essence of the resolutions and the answers of the Government with regard thereto.

**Resolution No. 1—Town of Didsbury.** Asking that The Town and Village Act be amended to empower Council to increase allowance for attendance at meetings and mileage allowance.

**ANSWER**—The rates of pay of \$2.00 for meetings and \$3.00 per day to the Mayor were each increased to \$4.00 and \$6.00 respectively at the 1952 Session of the Legislature.

**Resolution No. 2—Town of Lacombe.** Asking that Section 35 (3) c of The Assessment Act be amended so as to limit the time for appealing from an adopted Assessment to 30 days for date of Posting Notice of such adoption.

**ANSWER**—It is considered that this resolution should be further discussed at your 1952 Convention and a definite date agreed upon.

**Resolution No. 3—Village of Bowden.** Requesting the Government to encourage the optimum degree of industrial decentralization on grounds of national security and provincial economy.

**ANSWER**—Decentralization of industry has been discussed at great lengths by members of the Provincial Governments with representatives of the Federal Government at our Provincial Governments Trade and Industry Council Meetings. It has been suggested to Ottawa that large industries vital to the defence of Canada, including Crown operated plants, be located in other centres across Canada instead of being centred in the Provinces of Ontario and Quebec.

The Federal Government has talked decentralization but no effort has been made to form a policy. At our Industrial Development Board Meetings, decentralization of industry has been discussed and it was the opinion of the Board that we would encounter difficulties if industry were told where they had to locate. Most of the industries planning on locating in Alberta contact this Branch first, and it is our policy to suggest sites for their establishment that are conducive to sound provincial economy.

Industries are now establishing in some of our smaller towns. To quote a few: Grande Prairie, Lloydminster, Fort Saskatchewan, and Duvernay.

Industrial growth in our smaller areas will continue. Unfortunately there are many areas in Alberta, where the water supply is insufficient for industrial operations.

Before an industry is allowed to locate, a permit must be obtained from our Water Resources Branch and the Department of Health, to allow the withdrawal of water from our streams and the discharge of waste. Industry must also obtain a clearance from the Provincial Planning Board and city Zoning Committees.

It is the opinion of this Department that we must work with industry, helping them to establish as near as possible to the raw materials, but not forcing industry to locate where it would not be economical for their operations.

**Resolution No. 4—City of Medicine Hat.** Requesting that the provisions of The Tax Recovery Act requiring that a bylaw be passed in respect of every parcel of tax sale lands be deleted.

**ANSWER—**The first request contained in the resolution was implemented by a 1952 amendment to The Tax Recovery Act.

**Resolution No. 5—Town of Bonnyville.** Requesting that, whenever a new agreement is being negotiated between the Dominion and Provincial Government, the Provincial Government be requested to try to place Electrical Power Corporations on the same tax paying basis in Towns and Villages, as other persons and corporations.

**ANSWER—**Taxes authorized by an Act of the Province which is rented to the Government of Canada under the Provisions of the tax agreement between Canada and the Province are not subject to any increase in the incidence of such taxes.

**Resolution No. 6—Town of Jasper Place.** Requesting that Section 338 of The Town and Village Act be so amended that such Town or Village may borrow an amount not exceeding 75% of the total taxes levied for the current year.

**ANSWER—**This resolution has been implemented by the provisions of The Town and Village Act, 1952, passed at the last Session of the Legislature.

**Resolution No. 7—Town of Jasper Place.** Requesting that The Town and Village Act, etc., be so amended that the Council may be empowered to pass bylaws controlling and regulating junk yards and their unsightly appearance.

**ANSWER—**As the power to zone and control nuisances is already contained in the Statutes it is considered that sufficient authority exists to control junk yards.

**Resolution No. 8—Town of Vulcan.** Requesting that the Government be strongly urged to put into effect precautionary measures to prevent or reduce the number of drownings which occur at lake resorts, beaches, etc.

**ANSWER**—The Government is actively co-operating with the Red Cross Society and the Alberta Safety Council in promoting water safety. During the past season the Government set up a water safety committee, which committee has held several meetings. Stickers have been distributed through every possible channel at lakes, rivers and resorts, several swimming schools have been held and signs prepared and distributed to resorts dealing with water safety. The committee is planning to prepare another safety program for the next swimming season. The Government through the Departments of Education and Agriculture has also taken a very active part in the operation of essay competitions held by the Alberta Safety Council.

**Resolution No. 9—Village of Bowness.** Requesting that there be included in The Town and Village Act, a provision for a maximum tax similar to Section 533 (1) of The City Act.

**ANSWER**—Minimum tax provisions have been contained in The Town and Village Act for many years, similar to Section 533 (1) of The City Act.

**Resolution No. 10—City of Wetaskiwin.** Requesting that fines payable under Section 151 of The Government Liquor Control, are the property of the municipality in which they are collected and the municipality concerned should not be deprived thereof merely because the municipality concerned failed to notify the Attorney-General thereof concerning such collection.

**ANSWER**—This Department has consistently taken the view that Section 151 of The Government Liquor Control Act of Alberta must be strictly complied with; otherwise we would be getting claims for a refund of fines long after the Estimates have been passed, and we must make provisions for these sums in the annual Estimates each year.

It can be readily understood that it is necessary that the refund of fines be dealt with in each fiscal year and that this Department should not be subject to claims for refunds a year or more after the fine has been levied and collected. The main difficulty in the way of the suggestion by the municipality would be our inability to accurately estimate the amount of refunds to be paid out from the treasury each year if we do not know at the end of each six months how many claims are outstanding.

**Resolution No. 11—City of Wetaskiwin,** asking that the provincial Government should assist municipalities in the cost of the construction and maintenance of streets within a municipality forming connecting links between main Provincial highways.

**ANSWER**—The decision as to what assistance should be given to urban and rural Municipalities in the construction of roads and streets used for Highway traffic should be based on the benefits derived by those Municipalities from Highway traffic. Rural Municipal Districts receive practically no benefit, other than the use of the Highway. Consequently the Government pays 100% of the cost of construction and maintenance. This also applies to villages and towns where the traffic is through traffic and they consequently receive little benefit.

There is a vast difference in the case of cities. Nearly all Highway traffic entering cities is a source of business for the cities. This volume of

business would represent a large percentage of the business carried out in a city, directly resulting in a greater amount of revenue in the form of taxes to be paid by the merchants, etc.

It is therefore concluded that with this large volume of indirect revenue received, the cities should assume the responsibility of the construction and maintenance of the streets used by highway traffic, except in the case of through traffic, which would represent a very small percentage, where the Government issues a grant to cities based on \$300.00 per mile. The City of Edmonton receives approximately \$8,300.00, and the City of Calgary approximately \$5,300.00; other cities accordingly.

**Resolution No. 12—City of Edmonton**, requesting that provision be made to compensate all persons injured while actively taking part in Civic Defence training or in actual Civil Defence of the areas to which they belong.

**ANSWER**—Volunteer civil defence workers duly enrolled for civil defence work with a city, town, village, county or municipal district of Alberta, shall during such time only as they are actually undergoing or participating in training as volunteer civil defence workers, be deemed to be workmen within the meaning of the Workmen's Compensation Act of the city, town, village, county or municipal district with which they are enrolled.

The direction of the Workmen's Compensation Board extending the coverage of the Act to volunteer civil defence workers also states that such volunteer civil defence while engaged in meeting an emergency apart from civil defence training, shall not be deemed workmen of the city, town, village, county or municipal district with which they are enrolled, under the authority of the particular order of the Board extending the coverage of the Act to volunteer civil defence workers.

**Resolution No. 13—Executive Committee**, requesting the Government to take whatever steps may be necessary to remedy the chronic shortage of Land Surveyors in the Province.

**ANSWER**—This resolution has been implemented by an accelerated surveyors' course at the University.

**Resolution No. 14—Executive Committee**, requesting that the Government be requested to establish a Gas Inspection Service similar to the Provincial Electrical Inspection Service now in force.

**ANSWER**—At the moment the Government is not prepared to recommend such an inspection service and we would submit the following comments as relevant to the question.

1. At present the two major Gas Companies conduct their own gas inspection and assume their own responsibilities in case of accident. This covers the majority of gas installations.

2. The question of Provincial versus Municipal responsibility for gas inspection would have to be settled. At the moment our Electrical Inspection authority does not apply to the cities of Edmonton, Calgary, Red Deer and Lethbridge and the Town of Fort MacLeod. In some cases indications have been given that the Municipalities prefer to have their own inspection service.

3. Although there is a generally accepted code for electrical installations and equipment, no such Canadian Code exists for gas. Before any gas inspection service could be set up a very careful study would have to be made of the necessary requirements.

In this regard it should be pointed out that plumbers and gasfitters must have certificates of qualification to do this work. This in itself is a check against poor workmanship and the question has often been raised as to the need for a double check in the nature of a second inspection.

**Resolution No. 15—Village of Carstairs**, requesting that The Early Closing Act be so amended that the Councils of Municipalities may pass bylaws establishing a rotation system of closing of businesses within the same class so as to enable the public to have available the services of such class when required, especially with reference to Gasoline Filling Stations.

**ANSWER**—This resolution was implemented at the 1952 Session of the Legislature by an amendment to The Early Closing Act.

**Resolution No. 16—Town of Blairmore**, requesting that the Government take the necessary steps to prevent flooding of municipalities from rivers and streams passing through or adjacent to municipalities and to provide for rehabilitation and assistance to individuals damaged by any such floodings.

**ANSWER**—The natural resources transfer agreement turned over to the Province of Alberta jurisdiction of rivers and streams of the Province, except so far as navigation is concerned, of all streams except through Indian Reserves and Parks. The Director of Water Resources office is charged with the administration of the water resources under the Water Resources Act in administering the water resources of the streams mentioned so far as the water itself is concerned. The Director is not charged with responsibility for adjoining lands. If water which has been appropriated threatens to get away to some other stream such as the Highwood to the Little Bow, then the Government would be justified in spending public funds to protect the water supply. It would have no jurisdiction to protect the property which might result from the flooding of lands unless such flooding was as a result of works by the Government in the matter of water diversion and storage under the provisions of the Act.

**Resolution No. 17—Resolutions Committee**, requesting that The Board of Public Utility Commissioners of the Province consist of 3 members as provided in The Public Utilities Act.

**ANSWER**—This resolution has been complied with.

**Resolution No. 18—Resolutions Committee**, requesting the Government to assume a greater share in the current and capital cost of Education.

**ANSWER**—The Government will continue to give study to the proportion of provincial revenues which can be allocated for school purposes in relation to the many kinds of expenditures which must be provided for.

**Resolution No. 19—requesting**

(a) that in view of difficulties experienced by municipalities in obtaining funds for necessary municipal expenditures and the high interest rate

demand in the public market therefor, the Government provide a more comprehensive means whereby municipalities may borrow, preferably from the Provincial Government, the necessary money to obtain such borrowings, and

(b) that the \$12,000,000.00 already lent to municipalities under The Self-Liquidating Projects Act and all future money lent to municipalities, be established as a Revolving Fund for municipal borrowings.

**ANSWER**—The subject matter of this resolution is at present under consideration by the Government.

**Resolution No. 20**—asking that the Government establish and operate a system of schools for juvenile delinquents, particularly between ages of 12 and 16 years.

**ANSWER**—There has recently been established a special Juvenile Offenders Branch dealing with juvenile delinquency. The Branch looks after the placement of juveniles who are found to be delinquent and they may be placed in foster homes or they may be placed in the Bowden Institution for training and education. In respect of girls, they may be placed in the Good Shepherd Home at Edmonton or the Mountview Home in Calgary.

The provincial government has taken steps to deal with this problem and while the program is in the initial stages, it may be said that a good deal of progress has already been made.

It is likely that Family Courts will be set up in Calgary and Edmonton which the Government hopes will prove another channel for the education and rehabilitation of juvenile delinquents.

**Resolution No. 21**—asking the Government to make Section 35 of The National Housing Act applicable to the Province of Alberta.

**ANSWER**—The provisions of Section 35 of The National Housing Act are now operative insofar as cities are concerned and it is hoped that the Act will be extended to include towns at the next Session of the Legislature.

**Resolution No. 22**—opposing Export from Province of Natural Gas unless satisfactory evidence is produced of existence of supply sufficient for the needs of people of the Province and estimated future needs for 50 years.

**ANSWER**—The policy of the Alberta Government in respect to the export of surplus gas has been clearly established by the Alberta Government and this policy has been followed and will be adhered to in the future.

The Government concurred fully in the conclusions of The Petroleum and Natural Gas Conservation Board that as quickly as additional reserves are established it will be the best interests of the people of Alberta to make surplus gas available for sale outside the province in that an export market will:

- (a) Encourage and speed up the development of our petroleum and natural gas reserves.

- (b) Encourage and make possible greater and more rapid industrial development within Alberta.
- (c) Make gas available to Alberta communities which otherwise could not be served.

By carrying out the recommendations of the Board the requirements and interests of the people of Alberta will be fully protected while at the same time we should experience an accelerated exploration and drilling programme for natural gas which should result in a surplus of gas for sale outside the Province.

To facilitate this development the Government amended their gas exploration and leasing regulations along the lines recommended by the Board to encourage a more speedy development of our vast gas resources.

If due to uncertain international situations it should develop that Alberta gas is needed urgently for defence purposes the Government will give immediate consideration to any official request from the proper authorities knowing that the people of Alberta are ready and prepared to play their full part in any program necessary to the security and defence of this continent.

The results thus far indicate that substantial exportable surpluses over and above Alberta's total present and future requirements will be established in the reasonably near future.

**Resolution No. 23**—relates to certain lake resorts in the Province which are used by visitors outside the Province as well as by residents of the Province and asks the Government to improve conditions thereat, particularly with respect to providing

- (a) proper and adequate sanitation facilities.
- (b) healthful water conditions.
- (c) other amenities, such as high standard camping facilities, improved beaches, better roadways and a landscaping program of beautification.

**ANSWER**—These questions are being dealt with very thoroughly by the Publicity Branch and the Alberta Travel Bureau of the Department of Economic Affairs. Adequate sanitary facilities and healthful water conditions have already, and are still being, referred to the Department of Health.

Industrial and Historical signs are under review while a number of the former have already been erected throughout the province. Six were erected in 1951, three have been erected this year and another four have been built and are only awaiting the selection of sites. These four, together with another six will, it is anticipated, be placed in 1953.

Picnic tables along highways are being given consideration while two have been placed—one at Edson and one north of Red Deer. The locations for four others are now being selected. An additional six will be erected next year.

A beautification program through landscaping, improvement of beaches and camping facilities is being canvassed by the Travel Bureau and all possible is being done to better holiday and camping facilities with a view to encouraging further tourism.

**Resolution No. 24**—requesting that The Alberta Railway Assessment Act be amended so that municipalities be permitted to assess the railway super-structure and roadway from the present \$1,000.00 per mile to \$10,000.00 per mile, or the true value, whichever the greater.

**ANSWER**—The Government has under consideration the request contained in this resolution.

Respectfully submitted,

R. S. Gillespie, Red Deer,  
E. M. Bredin, Calgary,  
C. A. Roulston, Westlock,  
M. Merner, Wetaskiwin,  
T. E. Garside, Edmonton.

Legislative Committee.

**MR. GARSIDE:** One resolution was not dealt with in this report but has been dealt with in the report from the Secretary-Treasurers, and that is the Municipal Assistance Act. That Act is also coming up by way of a resolution for further consideration here.

I cannot leave this report without giving a special tribute to my friend Bob Gillespie. I don't think there has ever been a man with whom I have come in contact who has had such a fund of insight and foresight and loyal co-operation and good sense, as he has always given to this Union. The secretary referred to him as a pillar of strength. He was much more. He brought here ability, loyalty and real assistance, and while I may be quite out of order, I would like to have whoever is responsible consider whether or not in view of the assistance given by Mr. Gillespie which was far more than I ever could, if they would not consider a life membership for him.

For 48 years the most important members of this association—the delegates—have come here year after year, and little by little what is done is shown in the action taken by the government. You may not think very much has been done this year just as in the past, but the accumulation amounts to a great deal, and I can assure you from what I have heard from the government that they are genuine in their statement that they are anxious to find out what this Union needs and wants and if it is of a reasonable nature they will grant it. Thank you.

**PRESIDENT:** Thank you very much, Mr. Garside, for your very able report.

**MR. TUCKER (EDSON):** I move the report be adopted.

**MR. FOSTER (TILLEY):** I second the motion.

**PRESIDENT:** All in favor?

**CARRIED.**

**PRESIDENT:** The next order of business is the introduction of resolutions. The Chairman of the Resolutions Committee is Mr. Bredin of Calgary, city solicitor. I will call on him now.

MR. BREDIN: Actually I am here in the way of a substitute. Mr. Riley of Medicine Hat tendered his resignation, and we have had a great deal of discussion with Mr. Garside, and the benefit of his counsel will show in the resolutions.

**Resolution No. 1**—from the City of Edmonton.

RESOLVED that the City of Edmonton request the Provincial government to make all the funds from increased Dominion Government grant in lieu of income taxes available to municipalities, cities, towns, and villages, on a per capita basis for their current and capital expenditures; or an equivalent amount from other revenues.

The Dominion government pays to the province in lieu of certain taxation which the province hitherto levied, a certain sum of money, which is increasing each year. This asks that the municipalities get their share of that grant which comes to the province each year. We feel, as a committee, that some of these we should leave to the convention and not take a stand on.

MR. MITCHELL (EDMONTON): This resolution came through our city council. I would like to enlarge on it a little bit, and move the adoption of the resolution. I would first like to point out that prior to last year the provincial government got about 20 million dollars for releasing its income tax rights to the Dominion government, then it was increased to 28 million. Those funds are taken out of the taxpayers pockets by straight, direct taxation of income. About 50% of it from homeowners, and some of it from industry. That is a refund to the provincial government, and as such should go back to the municipalities as directly to the individuals as is possible under the B.N.A. Act and our present set-up. This tax when we paid it out was out of our own pockets and individuals paid those taxes, and they want it back as close as they can get it. If we are to have homes and pay for them out of our own money we must get that money back directly. All the services a city supplies are services to the taxpayers, and those things all come in. If we in Edmonton had been allowed our proportion of that 28 million dollars, we would have had \$10 per person paid back or \$1,600,000. You can see what that would mean. We could take care of these things if we had that kind of money coming back to us out of income taxes. There would be about \$270,000 for Lethbridge and \$25,000 or \$30,000 for Drumheller. If that much money was in the hands of the management of the municipalities in direct cash grants, we would not be borrowing to the extent we are today. Eventually we have to pay that back. It was our money in the first place and was over-taxed by the dominion and provincial governments and it ought to come back to us. They can budget for a surplus and we can't. I would move that this be put before the government, so that when any particular funds in excess of normal income comes to the provincial government it would go right back to the municipalities.

MR. KORDICH (RILEY): I second the motion.

MAYOR MACKAY (CALGARY): The provincial government has eight million dollars or so of new revenue. There are things the people of the province of Alberta would want done out of that eight million which

are not under the control of cities, municipalities and villages. It would seem to me that it is good evidence to submit as background for our case that we are not getting a fair share of this taxation revenue of this province, but I would not want to say to take this eight million and give it to us. I would say, here is eight million more in your treasury and this is an added argument as to whether we should have more money turned over to us all the way down the line. This is added evidence and should be a point in the resolution to drive home our point that we need more money at the municipal level.

PRESIDENT: Ready for the question? All in favor? CARRIED.

CHAIRMAN: On Resolution No. 2 we would ask the delegates from Rocky Mountain House to see us during the noon hour, because we have some suggestions with regard to the form in which it should be put in combining it with another. The same is true of No. 3 from Innisfail. No. 4 is identical with No. 19, and so we will take up **No. 5**. This is really two resolutions and we will divide it into 5 (a) and 5 (b). 5 (a) reads as follows:

RESOLVED that Sec. 326 of the Town and Village Act be amended by the inclusion in the schedule of licenses permitted to be issued by a municipality of the business of "Insurance Agent".

In the Town and Village Act there is no way of licensing an insurance agent and this would make it possible to do so. I would move that this section of the Act be amended to include the word "insurance agent" so they can be licensed.

MR. NOBLE: I second the motion.

MR. TUCKER (CASTOR): This asks for a license. A license is undoubtedly expected to be for purposes of revenue, otherwise it would not be requested. This deals with the authority to license insurance agents, but it must not be forgotten that the Town and Village Act in a sub-section of its own specifically sets out that no license shall be exacted for the purpose of providing revenue. Therefore, all that can ultimately arise, even if this resolution was given effect to would be a license fee of \$1.00 per year on insurance agents, because the courts have long ago held that \$1.00 a year will control just as well as \$500 a year. Therefore the section of the Town and Village Act which provides that no license shall be exacted for the purpose of revenue must be taken out of that Act, or this would be futile.

CHAIRMAN: The City Act provides that the license may be in the form of a revenue producing tax. If that is not in the Town and Village Act I should think you should have the same provision, because certainly you want the license for a means of revenue as a rule.

MR. TUCKER (CASTOR): In the 1952 Town and Village Act, that is still there, namely that we may license but not for purposes of revenue.

MR. LAMBERT (JASPER PLACE): I am a little hazy on the intent of this resolution. I can't see why a resolution from this convention should specifically point out insurance agents when there are several other types of agencies operating in each community.

MR. NOBLE: You have a schedule of license fees you can impose. This particular business of insurance agent is not included in that list. You can put in real estate agent and plumber and electrician. You can assess a local insurance agent if he has an office for business tax, but not those others.

MR. TUCKER (CASTOR): The \$10 a year the insurance agent pays the provincial government carries him throughout the province.

MR. STONE (JASPER PLACE): I move that we send this back to the Resolutions Committee to clarify the situation.

PRESIDENT: All in favor of sending it back? CARRIED.

CHAIRMAN: Then we will take up the (b) part of 5.

RESOLVED that Sec. 327 of the Town and Village Act be repealed and that any out of town person selling or peddling produce or merchandise in a municipality, whether grown or manufactured in the province or not, be subject to license under Sec. 326 Clause (a).

The City Act says if the produce is not grown by the vendor he is subject to a license. I move that the Town and Village Act provision be brought in line with the City Act and that so long as it is not grown or raised by the person peddling it then he be subject to license.

MR. MILLER (EDMONTON): The City Act exempts anyone who has produce that he has grown himself.

MR. BREDIN: That is right. I will move it in the form it is here.

MR. TUCKER (CASTOR): At the present time a farmer in the vicinity of any town or village may bring some of his products such as eggs, etc., in from the farm and may sell it without a license. This resolution says that people of the smaller urban communities should be barred from buying that choice stuff from their farmer friends who are willing to bring it in to them, and that the farmer shall be forced to pay a license if he continues to do that. Personally I do not feel the statute should be interfered with in that regard. Anybody who grows something himself and brings it in to sell should be allowed to do so.

CHAIRMAN: I am sure the government would not pass this in its present form anyway. The government, I am sure, would not permit a license fee to be charged a farmer bringing his own produce in to sell. The intention of the resolution is that if a peddler from Stony Plain comes in to Cold Lake and takes out fish and then brings it to Edmonton, he is not charged a license. I think it should be that he should be liable to a license only if he does not grow the produce himself.

MR. DAVIS (COALDALE): Mr. Tucker suggests that the farmers who bring in their produce more or less perform a benevolent feat. They are selling goods at a profit in direct competition with wholesalers and retailers.

MR. TUCKER (CASTOR): I move this go back to the Resolutions Committee for redrafting.

MR. DAVIS: I second the motion.

PRESIDENT: All in favor?

CARRIED.

We will now adjourn for luncheon.

### LUNCHEON ADJOURNMENT

### AFTERNOON, THURSDAY, OCTOBER 30

PRESIDENT: The first item on this afternoon's program is an address by Mr. G. M. Blackstock, Chairman of the Board of Public Utility Commissioners, on "General Rules to be Followed in Financing Municipal Projects." Mr. Blackstock.

MR. BLACKSTOCK: The foundation of the Board's jurisdiction to authorize cities, towns and villages to raise loans by way of debenture for purposes authorized by The City Act and The Town and Village Act is to be found in Part IV of The Public Utilities Act. Section 102 provides that any local authority desiring to raise money by way of debenture must make application to the Board for permission to do so.

Section 103 should be quoted in full and it is as follows:

"(1) In the case of a city, town or village, the application shall be made prior to or forthwith after the first reading of a by-law providing for the loan and before the by-law is submitted to a vote of the burgesses; and no further action shall be taken by the council upon a by-law until the authorization of the Board has been obtained as hereinafter provided."

When an application is submitted Section 105 directs the Board to consider the nature of the work, undertaking or other object of the proposed loan, the necessity for or expediency of the same, the financial position of the Local Authority and all such other matters as in the opinion of the Board call for consideration. There is thereby placed on the Board a very substantial responsibility.

Let me emphasize the important parts of Section 103. First, the by-law must be submitted to the Board prior to or forthwith after the first reading but as a rule of practice we require the by-law to be submitted to the Board before the first reading. Then the by-law is checked by the Board and is revised if necessary, which happens quite often, and is then returned to the local authority for the first reading. After the first reading a certified copy of the by-law must be sent to the Board and if found to be in order an order of approval is granted.

In the past we have had by-laws submitted after the first reading which in form and substance could not be approved; we have received by-laws which had been read twice and in some cases we have received by-laws after a third reading and after a vote had been taken, and sometimes after the work has been done. In many cases we have been obliged to require the municipality to start fresh proceedings—begin again at the beginning.

Second, after the by-law has had its first reading no steps can be taken until the Board's authorization has been granted. Any breach of this statutory requirement may nullify the whole proceedings.

In case the loan is required for the purpose of establishing or extending a system of waterworks or of constructing, altering or extending a common sewer or system of sewerage, Section 107 forbids the granting by the Board of the permission applied for until a Certificate of the Provincial Board of Health approving the proposed undertaking has first been obtained under the provisions of The Public Health Act. In any by-law for such projects it must be stated in the preamble that a Certificate has been granted by the Board of Health and that in effect means that you cannot give the by-law a first reading until the necessary Certificate has been obtained. The reason is that the Public Health Board may require modification of the scheme, may require that mains be laid in streets instead of in lanes or vice versa, and may require that an adequate supply of wholesome water be first established. These requirements may and generally do have a profound effect upon the total cost of the undertaking and may call for revised estimates of cost which may alter the general benefit provisions or the local improvement provisions of the by-law or perhaps both. It is therefore imperative that you have the approval of the Department of Health before your by-law is prepared and read a first time.

The Public Utilities Act also requires that debentures be countersigned and sealed by the Board. Thus when any city, town or village proposes to raise money by way of debenture consideration must be given to,

- (1) Sections 102, 103 and 107 of The Public Utilities Act.
- (2) The Public Health Act.
- (3) The Town and Village Act, or
- (4) The City Act.

In all cases we require (1) the proposed by-law (2) declaration as to assessment (3) engineer's report (4) copies of your audited statements for the past three years.

Before dealing with the two latter it is necessary to point out that generally speaking there are two types of borrowing which we know as "general benefit borrowing" and "local improvement borrowing", some of which require and some of which do not require a vote of the ratepayers. General benefit borrowings are those which are a charge upon all non-exempt property in the community the repayment of which is secured on the credit of the town or village at large and the funds raised by the general mill rate. Local improvement borrowings are secured by a special assessment upon the properties abutting upon and benefitting by the local improvement and separate considerations apply to each of these two types of borrowing.

I now propose to deal with The Town and Village Act.

When contemplating a debenture borrowing you must first ascertain if the proposed borrowing is for a project authorized by the Act. For instance, you may purchase land and buildings for any of the purposes

mentioned in Section 269; you may erect, purchase or improve the various works mentioned in Section 270, and you may guarantee the payment of monies advanced on loan for the erection of a community hall under Section 271, and under Section 272 you may acquire easements and rights-of-way. Note, however, the limitation imposed by Section 273 where a by-law calling for an expenditure of over \$500.00 in any year or  $2\frac{1}{2}$  mills on the net total assessment of land and improvements whichever is greater, requires submission of the by-law to the electors.

You may acquire airports and build necessary buildings thereon, Section 276, subject to the limitation which may call for a vote of the electors; you may buy fire-fighting equipment, Section 299; you may extend and operate a system of sewerage, Section 313; you may make provision for a supply of water, Section 314; you may build, erect, buy or lease any public utility for electricity, gas or natural gas and waterworks plant, Section 341. What I have said may not be completely exhaustive but in every case the Act should be carefully studied to ascertain if the Council has power to enter upon any particular scheme.

You must next ascertain if the cost of any proposed project is within your financial ability. Section 415, Subsection (2) provides that no town or village shall have power to pass by-laws to a greater extent than 20% of the assessed value of the rateable property in the town or village. The Board will furnish you with a form of declaration respecting assessment which must be completed by the Secretary-Treasurer. In the final result the net live assessment consists only of land and improvements on the last revised assessment roll. Business assessment, personal property tax or electrical assessment must not be included. It will be noted that when computing the borrowing power debentures issued or money borrowed for the purpose of local improvements form no part of the general debt of the town.

If the undertaking is within the competence of the local authority consideration must then be given as to whether or not the whole borrowing is to be by way of general benefit or local improvement or a combination of the two.

Local improvements are defined in Section 390. Mostly we are called upon to deal with water and sewer systems and paving and at this point we should consider how local improvements are created. Keep in mind that you can only charge the individual properties with the actual cost of the lines or the paving on which the properties abut. For example and just to use a figure, let us assume a water local improvement in a block of twenty 50-foot lots, which is a total of 1,000 feet from one corner of the block to the other. Then let us assume that the cost of the line from one end of the block to the other is \$1,000.00, which gives us a cost of \$1.00 per foot or \$50.00 per lot. You cannot in such a case assess any of the lots at greater than \$1.00 per foot. The cost of road crossings, lane crossings, hydrants, manholes, cannot be charged as local improvements so that unless the local improvement is for an isolated block part of the cost must be charged to the community at large. Water tanks, reservoirs, pumps, main water lines from the source of supply to the distribution system, sewage

disposal plants and outfall sewers, cannot be financed as local improvements but are financed by the town at large on a general benefit borrowing. It then follows that when an original water and sewage system is contemplated a vote of the ratepayers will be required.

Sections 396 and 397 deal with local improvements, all of which may be initiated<sup>1</sup> by petition or notice.

Two-thirds in number of registered or assessed owners, representing 50% of the value of lands excluding improvements) abutting on the street or place where the local improvement is to be made, may petition the Council for a local improvement. The Council may or may not accede to the petition.

The Council on the other hand may give notice of intention to create a local improvement by publication in the local paper if there is one and if not then in a paper circulating in the community. The notice must specify the location of the local improvement and the special assessment to be adopted for it. This is an important notice and the required information should be set out in detail. For instance, the location should be described as, "On White Street from A Avenue to B Avenue" and so on. The total cost should be given, the amount to be borne by the Town and the amount to be borne by the owners should be stated together with the cost per foot and the amount of the annual assessment. The Board has on several occasions been obliged to refuse approval of by-laws where the notice given has been defective. Unless a majority of owners representing one-half in value of the lands petition the Council against it within two weeks after the last publication the works may be undertaken and the cost assessed according to the system referred to in the notice.

In connection with local improvements it is to be pointed out that in some cases no vote of the people is required but that in some cases a vote is required.

(1) No vote is required if the by-law is for raising the total cost of a local improvement to be levied by special assessment. Such cases could occur but not very often.

(2) A by-law for raising the cost to be borne by the Town or Village at large for an extension of a system of sewerage originally constructed as a local improvement does not require a vote.

If, however, the by-law provides for a general benefit borrowing and a local improvement borrowing no vote is required unless the share to be borne by the Town or Village at large is greater than 40% of the cost of the local improvement.

The next step is the by-law itself. It may provide for a local improvement borrowing in which case the by-law must contain the appropriate information called for by Section 407. It may provide for a general benefit borrowing in which case it must contain the information called for by Section 416, Subsection (1) and must enact those things mentioned in Section 416, Subsection (2).

Repayment of debentures may be by annual payments or by way of sinking fund. Generally speaking the Board does not approve of the sinking fund method and prefers repayment to be on an annual basis.

The by-law may provide for redemption in advance of maturity as provided for in Section 419 and if redemption has been provided for the local authority may borrow by way of debenture to raise the funds for redemption without a vote of the ratepayers.

If the by-law provides for general benefit and local improvement borrowing then the information called for by Sections 407 and 416 must be given in the by-law. As already mentioned the by-law when drafted should be submitted to the Board for inspection and revision. Please do not ask the Board to draw by-laws for you as we neither have the time nor the staff to undertake such work and in any case it is no part of our function to do so. We will furnish on request instructions to towns and villages with suggestions for their guidance in such matters and with those instructions we will send draft forms of by-law which can be adapted to suit your purpose. The next step after the Board's approval as previously mentioned is to take a vote of the proprietary electors and the procedure is laid down in Part VI of the Act.

(1) A returning Officer must be appointed by by-law and the date and hours for taking the vote must be fixed.

(2) A synopsis of the by-law must be published in the local paper if there is one, and if not, then in a paper circulating in the Town or Village. The publication must be made in at least one number of the paper each week for at least two successive weeks.

(3) The Returning Officer must also post a printed synopsis of the by-law at five or more conspicuous places in the Town or Village and the synopsis so published and posted shall have appended thereto a Certificate as provided for in Section 210, Subsection (3).

If the required majority is obtained, namely, two-thirds of the number of persons voting thereon, the Returning Officer must forward to the Board a Certificate showing the number of votes cast, the number for the by-law and the number against the by-law and also proving publication and posting of the notice.

If the project is to be financed through The Self-Liquidating Projects Act the debenture is prepared by the Deputy Provincial Treasurer. If, however, the issue is to be sold on the open market you must prepare your debentures and have them printed. Again please do not ask the Board to prepare debentures. It is not its function to do so and neither does it have the time nor staff for this type of work. You must, however, submit the draft debentures to the Board for checking and revision before printing. There have been cases where a local authority has printed its debentures only to find that they could not be accepted by the Board or by the Bond Houses.

So long as the debentures are unsold the terms of payment may be altered, redemption may be provided, interest rates may be increased or

decreased and annual rates adjusted to provide for the altered terms. The restrictions are that neither the life nor the amount of principal can be increased. This power is exercised by by-law which requires the approval of the Board but does not require a vote of the electors.

There are many similarities between The City and The Town and Village Act but there are also wide dissimilarities. Cities have much greater powers than have Towns and Villages. I must, however, emphasize that the provisions of The Public Utilities Act apply equally to all three classes of local authority and must be scrupulously observed.

When dealing with City borrowings we must have regard to the definition of "public utilities" which mean:

1. Telephone system.
2. Waterworks.
3. Street railways, bus lines or other transportation systems.
4. Irrigation ditches.
5. Waterways and ferries.
6. Systems for the distribution of gas, whether natural or artificial.
7. Electric or other artificial light or power systems.
8. Heating systems.

In general any by-law which creates a debt not payable in the current year which must have the assent of two-thirds of the proprietary electors voting thereon and must also have the approval of The Board of Public Utility Commissioners.

There are, however, some exceptions to this rule. If any work is ordered to be done by the Board of Railway Commissioners, the Government of the Dominion of Canada or of the Province of Alberta necessitating a debenture issue no vote of the electors is required but the approval of the Board must be secured.

Cities have power and authority to purchase fire equipment, to acquire by purchase any land, either in or out of the City, but if the acquisition involves a debt not payable within the current year a vote of the electors is required. Cities may undertake housing schemes subject to a vote of the proprietary electors and in some cases subject to the approval of the Board. Cities may provide for sanitation and may borrow by debenture any amount required for isolation hospital facilities without submitting the by-law to the Board or to the proprietary electors. Cities have power to build and hold any public utility as previously defined. Subject to the exemptions mentioned herein and such exemptions as are hereinafter mentioned all of these powers call for the approval of the Board and a vote of the electors.

The definitions of local improvements in The City Act, Section 579, are much more extensive than the definition in The Town and Village Act. In addition there is a general section whereby such other work as may be approved by the Board as proper may be undertaken as a local improvement. Presumably this was intended to give the Board extremely wide powers

but if so the section is not aptly worded for that purpose. The Board must construe that apparent wide authority as being limited to works of the same type as are specifically enumerated.

The City Act provisions as to special assessment for local improvements are exactly the same as in The Town and Village Act but the City has additional power to fix by by-law a uniform unit rate based upon estimated average costs throughout the City. Such a by-law may operate as a hardship for if the individual assessment is greater than actual cost no refund can be made and conversely, if the individual assessment is less than actual cost no additional assessment can be made or levied.

In Cities local improvements may be undertaken by petition or notice as in the case of Towns and Villages, but Cities have wider powers. Let us assume that a City wishes to pave a street for a length of ten blocks and that petitions are received or notices given as the case may be. Then let us assume that the owners in Blocks 2, 4 and 6 petition against the paving, then the local improvement could not be proceeded with. If, however, in the opinion of two-thirds of the Council the work is necessary or is required in the general interest of the district the local improvement may be undertaken and the cost may be charged against the properties concerned.

In the same way if a resolution is passed by two-thirds of all the Council that it is desirable that the construction of curbing, pavement, sidewalk, sewer or bridge or the opening, widening, extending, grading, altering the grade of, diverting or improving a street or the laying of a water main should be undertaken as a local improvement, the Council with the consent of the Board may undertake the work without petition.

These matters I have mentioned because they are involved when consideration is given to a borrowing by a City. With respect to borrowings for local improvements the statutory provisions are the same as in The Town and Village Act, excepting that the City's share at large of the cost of the local improvement may be 55% instead of 40% as provided in The Town and Village Act.

Similarly borrowings to provide for local improvements secured by special assessment do not form any part of the general debt of the City.

When a borrowing by debenture is proposed the total borrowings must not exceed 20% of the assessment of rateable property on the last revised assessment roll exclusive of,

1. Debts incurred by the Board of Trustees of any School District of which the City is a part.
2. Debts incurred for local improvements to the extent to which the amounts are secured by special assessment.
3. Debts incurred for the purchase, construction, maintenance and improvement of the public utilities of the City.
4. Sinking fund or securities held in the sinking fund to the extent required for redemption of any debt issued on the sinking fund plan payment.

By-laws must recite the detailed appropriate information called for by Sections 620 and 629.

The by-law may provide for redemption in advance of maturity and the statutory provisions in that regard are clear and definite.

The by-law must provide for repayment either on the sinking fund plan or on an annual basis. In case the funds are advanced under The Self-Liquidating Projects Act payments are required to be made semi-annually.

After the by-law has been finally passed if it is found that changes are required certain of such changes can be made with the approval of the Board but without a vote of the people. If a vote is required the procedure to be followed is to be found in Part V of The City Act.

Section 642 calls for special mention and perhaps should be quoted in full:

"642.—(1) Where a city constructs, purchases or acquires a public utility, sewer, sewerage works, paved street, concrete or bituminous walk, public building or other public works or bridge at the expense of the corporation at large, the council may pass a by-law for borrowing such further sums as may be necessary to extend, rehabilitate, re-equip or improve the same.

(2) The by-law shall not require the assent of the proprietary electors if—

- (a) it is passed by a vote of three-fourths of all the members of the council;
- (b) it is approved by the Board of Public Utility Commissioners under The Public Utilities Act; and
- (c) in the case of a bridge, the borrowing does not exceed the sum of two hundred thousand dollars."

If funds raised for capital purposes exceed the actual cost of the project or if there is an unexpended balance the Council with the permission of the Board may use such surplus funds for some other capital purpose. Such funds must not be applied to current expenses.

Perhaps I should recapitulate. The foundation of the Board's jurisdiction over Municipal Borrowings is The Public Utilities Act and if you do not comply with that Act your labour will probably be in vain. If you contemplate a borrowing by way of debenture for a project authorized by The City Act or The Town and Village Act you must first apply to the Board for permission; you must submit the by-law to the Board and you must not take any further step until approval has been given and in the case of water and sewer projects or both you must have a Certificate of Approval from the Provincial Board of Health.

The Board is anxious to help you and if you have the slightest doubt as to the proper procedure write or telephone for an appointment and the Board will be more than glad to meet your delegation, discuss your problems

and give you relevant advice. Don't ask the Board to approve a borrowing where the work has already been done and paid for out of current revenue. The Board has no jurisdiction to authorize such a borrowing. Nothing is more disagreeable to the Board than to be called upon to refuse permission for a borrowing which could have been granted had the application been made at the proper time. Unfortunately the Board has been obliged to do so on many occasions and it can visualize the consternation of the Secretary-Treasurer and the Council when the Board says, "No, your procedure was wrong, and we have no jurisdiction." Keep in mind that the Board is not a mere rubber stamp, neither does it make the law but merely administers it. The Board is an administrative tribunal with judicial powers and those powers are derived from the Statute under which it was created and according to the various statutes which confer jurisdiction in particular matters. It has no power or authority to depart from or relax in any degree requirements laid down by statute. One thing more, a Council will have under consideration for months a particular type of borrowing, then they decide to go ahead and expect the Board to give them instantaneous service. We get the by-law in the morning mail and the required order is expected to be mailed that night or perhaps even a special messenger may be expected. Just be patient for we function just as fast as is humanly possible and your applications must be dealt with in the order in which they are received.

May I hope that this address will prove of some value to all of you and that it will promote harmonious relationship between cities, towns and villages on the one hand and my Board on the other.

PRESIDENT: Thanks very much, Mr. Blackstock, for your very enlightening address. I hope the information you have been able to give us will not only save your Board considerable trouble and inconvenience at times, but will also save the administrators of our towns and villages from making mistakes and falling into the pitfalls you described to us. Thank you very much, sir.

MR. MORRIS (BOWDEN): I would like to report at this time the illness of Mr. John Fraser, a long time member of this organization and an active worker for many years. He was suddenly taken ill last night and taken to hospital. I know you will all regret this. I should like, considering the activity he showed for so many years in this organization, to make a motion that this organization send him some flowers for cheer in that hospital while he is there.

MR. GALBRAITH: I am sure we would all second that.

CARRIED.

PRESIDENT: It is suggested that the secretaries' section meet at 5 o'clock this afternoon. Is that satisfactory?

AGREED.

Now, the next order of business is my report as a delegate to the conference of the Canadian Federation of Mayors and Municipalities held in Calgary this summer, June 29th to July 3rd.

It was my privilege this summer to attend the convention of the Canadian Federation of Mayors and Municipalities which was held at Calgary,

as the official delegate from this Union, and I am pleased to report that I enjoyed it very much. This convention is, as you know, attended by mayors and other municipal officials from all parts of Canada and it was very interesting and enlightening to hear of their problems which, in most cases, are very similar to our own.

When I registered for the convention on Sunday afternoon both my wife and myself were fitted with one of the white hats for which Calgary is famous. In the evening we attended a reception and picture show at the Uptown Theatre extended to the delegates by the City of Calgary in co-operation with the Chamber of Commerce and the Odeon Theatre. The official convention started about 7.30 next morning with a rap at my hotel door. When I opened it I was greeted by a member of the Junior Chamber of Commerce "wake-up Committee" and handed a can of tomato juice and the morning paper. This procedure was followed during the whole of the convention. Another novel idea to assure the attendance of the delegates at the business meetings was also used. All delegates who entered the convention hall prior to the opening of the session were handed a ticket with a number on it. Those that were late got no ticket. At the close of the session one of the numbers was drawn from a hat. The holder of the lucky number, if he was present, received a prize. If he was absent another number was drawn. I do not know whether this was the reason for it but all the business sessions appeared to be very well attended.

The conference was officially opened by May Mackay of Calgary in a true Western fashion ably assisted by Miss Calgary Stampede, 1951; the Medicine Man of the Stoney Indians; and the Chuck Wagon King. This opening made quite an impression upon the delegates from Eastern Canada of whom there were many. There were about 85 delegates in attendance from Quebec alone.

The first business introduced was the report on "Urban Growth and its Implications for Municipal Finances and Taxation" prepared by D. C. Corbett, M.A., lecturer in Public Administration at McGill University. This was a very interesting and comprehensive report and I feel that a few of the facts therein contained are worth passing on to you. In his report Mr. Corbett deals exhaustively with the shifting of the population from rural to urban. In 1871, 80.4% of our population was rural; in 1951 only 42.7% lived on farms. He also deals with the reasons for this shift, pointing out that the larger urban areas are growing faster than the smaller ones. Of the 14 larger Cities in Canada, Edmonton has grown the fastest, followed by Calgary and Vancouver. In these three Cities the rate of growth has been extraordinarily fast—Edmonton 76.9% in the last ten years, Calgary 49.5% and Vancouver 40.6%. This tremendous growth has brought with it many financial problems for the Cities concerned.

The session was followed by a Luncheon at which the City of Edmonton was host. The speaker was the Mayor of Newark, New Jersey, a suburb of New York City, who conveyed greetings from the American organization and described to us some of the traffic and other difficulties which they were experiencing in his city.

The afternoon was taken up with discussions and resolutions. It was interesting to note that many of the resolutions submitted covered points that we have been passing resolutions concerning for years. London, Ontario, submitted a resolution appealing to the Federal and Provincial Government for a grant of 40c per capita towards the cost of health services; Melville, Saskatchewan, wanted the Dominion Municipal Improvements Assistance Act of 1938 which made money available to municipalities for certain purposes at 2% to be again put into operation. So also did the City of Val D'or, Quebec. So far as we in Alberta are concerned this need is met by our Provincial Government under the Self Liquidating Projects Act. The City of Swift Current, Saskatchewan, presented a resolution asking for a conference between the Municipal, Provincial and Dominion authorities to try and work out some plan to meet the rising costs of education. The Cities of Halifax, Nova Scotia; Fort William, Ontario; Verdun, Quebec, and Moose Jaw, Saskatchewan, all presented resolutions asking for Federal help to finance education. Exemption by Municipalities from Federal Sales Tax was also advocated by the Cities of Lethbridge, Alberta; Victoria, British Columbia; Granby, Quebec; St. Anne de Chicoutimi, Quebec; Regina, Saskatchewan; Fredericton, New Brunswick; and Vancouver, British Columbia. And so we see that throughout the whole of Canada municipal problems are very similar.

The afternoon session was followed by a reception at which the Alberta Distilleries were hosts and in the evening the Province of Alberta was host at the banquet. Premier Manning was the speaker. He gave a very fine address and from the remarks I heard he made a very good impression with the delegates from far and near.

The following morning was devoted entirely to Civil Defence. We were given a practical demonstration in miniature of the Civil Defence set-up of a modern City showing how it would work in case of air attack. A large scale map of the City chosen (Ottawa) was placed on the floor and the location of the numerous warden's stations, first aid stations, control stations, etc., were shown on it by movable pins. They also demonstrated to us how, in case of a bomb exploding over the city, the reconnaissance and other services would work in from the outside towards the centre of the wrecked area. A picture show along this line was also shown and a practical demonstration given of air raid warning equipment.

At noon we were entertained at a Luncheon given by the Bank of Montreal at which Mr. L. W. Brockington was the speaker. The afternoon was spent on resolutions and discussion and at 4.30 we left for the ranch home of Frank McMahon where we were entertained at an out-door barbecue preceded by a preview of the Calgary Stampede in miniature. There was also an Indian Teepee and some Indians in full regalia on the grounds and again our visitors from the East were quite impressed with what they saw. From the McMahon place you get a wonderful view of the mountains in the distance. This was the first glimpse of them that many of the guests had ever had and they were certainly looking forward with pleasure to their trip to Banff following the close of the Convention. To give you some idea of the number that attended the barbecue it is reported that they consumed some 900 pounds of beef!

The following morning session was largely taken up with two very interesting papers. The first was "Assimilation of New Canadians and what the Municipalities can do" by John P. Kidd, Executive Director of the Canadian Citizenship Council. He pointed out that by the turn of the century it is estimated that we will likely have a population in Canada of around forty million, which means that a lot of people from many foreign lands will likely come to this country during the next fifty years. Since the war 700,000 immigrants have come here. These immigrants are largely from urban centres and include tradesmen, skilled workers and professional people. They are flocking to our urban centres, not to the land. Nearly half of them have settled in Ontario and during the past year almost a quarter of the recent arrivals have gone to the Toronto district. Another 124,000 are in Quebec. Because it has been and will likely continue to be an immigration to our cities and towns, urban municipalities are going to be more and more concerned with it and the problem will be ours to provide all necessary services for these newcomers and to help them to become assimilated into our way of life. This involves housing, education (in many cases teaching them our language), health services, etc., and is going to constitute a big job for our municipal administrators for many years to come. In his summing up, Mr. Kidd says: "Whether we like it or not we have a great number of immigrants among us. Whether we like it or not we are going to have many more during the next fifty years. We are going to have to live with them, and they with us. And the degree to which this becomes a satisfactory situation to all concerned—to the immigrants and ourselves—will be determined largely by the extent that we provide the necessary, continuing and long term attitudes, atmospheres, administration machinery and planning, and needed welfare and other services."

The second very interesting and timely address was given by Joseph McCulley, M.A., Deputy Commissioner of Penitentiaries at Ottawa on "Problems of Canadian Youth". Mr. McCulley reviewed the Juvenile Delinquency problem in Canada and, contrary to general opinion, was able to quote figures to show that Juvenile Delinquency is actually on the decrease. To help solve this problem in a state where more and more of our children are growing up in our Towns and Cities and less on our farms he advocates the development of adequate recreational facilities properly supervised. I now quote from his report:

"It is a tremendous credit to our municipal administrators that during recent years much attention has been directed to the provision of more adequate recreation facilities and community services for our young people. With the increasing urbanization of our communities this is a problem to which continuing attention must necessarily be given. Hundreds of thousands of dollars have been contributed by Municipal Councils and by private individuals to build community centres, skating rinks, ball parks, etc.

"Might I, however, sound a word of warning. It is altogether too easy to assume that when a luxurious community centre or recreational centre has been built at considerable public expense the problem is settled. In my judgment it would be infinitely better to spend less money on elaborate

buildings and equipment and considerable more money to provide adequate trained leadership for the use of such facilities as are available. Without adequate leadership and supervision many of these facilities, provided with the very best of intentions, merely become gathering places for young people in which undesirable activities may flourish just as easily as in the slums and back alleys. In reviewing your budgets, therefore, for these community services will you not examine them carefully to see whether adequate funds are being provided for leadership and supervision and whether, perhaps you are not spending a disproportionate amount for buildings and equipment. In all our communities there are many facilities in our schools, our churches, Y.M.C.A.'s, Y.W.C.A.'s, and clubs of infinite variety through which adequate youth service could be provided if proper planning, organization and direction were supplied."

This was followed by a Luncheon at which our five Cities were the hosts. The speaker was Wing Commander Sir John Hodsol, Director of Civil Defence Training for the United Kingdom, who gave us a very enlightening and humorous address on the London Blitz and the preparations England is making for Civil Defence.

In the afternoon we were taken to Currie Barracks where we were given demonstrations of the firing power of the modern airplane, infantry and tanks including a flame thrower and a smoke screen laid down by plane. After watching a demonstration of this kind, one can only wonder how anyone could live through an attack of the nature depicted.

The Famous Players were our hosts at a reception after we arrived back from Currie and in the evening the City of Calgary and the Oil Industry were our hosts at a banquet at which we had the honour of having Lester B. Pearson as speaker.

The principal topic for the following morning, the last day of the conference was a discussion on "A Regional Pattern for Urban Growth" led by W. Harold Clark of Toronto, President of the Community Planning Association of Canada. With our phenomenal growth of urban centres, the traffic problem and vulnerability to air attack are increasing constantly and to solve these two problems requires a great deal of careful planning. The modern idea seems to be the development of satellite communities surrounding the larger centres where the people who earn their livelihood in these centres can live a full and not too congested life. Both Calgary and Edmonton are good examples of what is taking place in this regard but a great deal of thought and planning is needed to see that these satellite communities or suburbs develop in a manner best suited to all concerned.

Calgary Power Ltd. were our hosts at Luncheon that day and the speaker was Justice Sir Bryan Dunfield of the Supreme Court of Newfoundland. The afternoon was taken up with the closing session and at 4 o'clock the delegates left for the post-conference tour to Banff.

As I said before I enjoyed the convention very much and I feel that I was able to get a great deal of valuable information on the broader Canadian basis. Many of our municipal problems are only going to be

solved satisfactorily on a national basis and this is the organization to which we must look to protect our interests at Ottawa. I believe that it is doing good work on our behalf and deserves our wholehearted support.

PRESIDENT: We will now proceed with resolutions again, if the chairman, Mr. Bredin, will come forward.

MR. BREDIN (CHAIRMAN): After our noon adjournment a number of delegates made the suggestion that a number of these items took a lot of time which were not perhaps as important as some of the others, so we have re-arranged the schedule slightly and will not take the resolutions up quite in order. One of the most important matters is that of education and the securing of additional grants from the provincial government, and the first resolution we will deal with is one prepared at a meeting of the City Section yesterday and submitted to the resolutions committee last night. We are moving it instead of No. 2 from Rocky Mountain House and hope that the delegates from there will feel that it covers their point. The resolution reads as follows:

**Resolution No. 2.**

RESOLVED that the government be strongly urged in the year 1953:

(1) To substantially increase its contribution to cities, towns and villages in respect of the costs of education.

(2) (a) To increase the present grant of 25% in respect of school construction costs.

(b) To lend the balance of the total school construction cost to cities, towns and villages and rural school divisions, at an interest rate not to exceed 2% per annum.

(c) That the provincial government set the standard of school buildings.  
I move this resolution.

MR. MACKAY (CALGARY): I second the motion.

MR. SHACKLEFORD (LETHBRIDGE): I presume the resolutions committee decided to leave the figure open on this resolution. Whatever the balance may be we can borrow it at 2%?

CHAIRMAN: That is right.

MR. HOOKWAY: Did the committee decide against that reference in the brief of Mayor Mackay of Calgary? "It is also felt that the provincial government should set building standards to which they will contribute and then assist in school construction in a much greater degree than in the past." We feel that is part and parcel of this question, and if the delegates agree I would suggest that be added to the resolution. It was the opinion yesterday that there is a tendency today that school building costs are getting out of the realm of utility into the realm of luxury and municipal and city councils have under the present set-up very little say in what shall be the basis of the by-law governing the building and what shall not be, and it seemed to us that the suggestion offered in this brief was one whereby the Department of Education might feel disposed to say,

in our opinion if you have a scarcity of classrooms and if that is the basis for your capital program, we suggest you give further consideration to what you have here in the form of gymnasias and swimming pools, etc. Classrooms are what is needed at the present time, particularly in the larger cities, and I do feel that the delegates should approve this other clause, because it is tied in with the whole question of educational costs.

MR. GALBRAITH: May I suggest that resolution No. 20 is also tied in with this question?

MR. SHACKLEFORD: I second Mr. Hookway's suggestion.

MR. MACKAY: I think the basic thinking as far as all of us are concerned is the same, but we must face the statement made by the premier in relation to educational costs. He has said that he will not endorse any principle of contributing 50% or any percentage of an unknown amount. That is why we come back with the statement and feel it is the only answer we have to the provincial government on this point, that they set the standards of building construction on what they will contribute. Then if we have school boards that think they should build these ultra-modern units, that is the responsibility of the community, but it cannot be charged against the public revenues of this province and we thereby answer the premier's demand to know what the amount is. That is why this point should be in that resolution. It is the only answer we have to this unknown factor of rising school costs and where they will stop.

MR. HAWRELAK (EDMONTON): I think Mayor Mackay was speaking briefly on the desirability of not setting definitely what we want from the government in the way of contribution towards costs. I don't think any of us really know just what the contribution should be, but we all do know that we need more money. I think before we ask them a definite percentage, we should ask them for immediate assistance, perhaps on the same basis as they are granting it now, based on a classroom basis. I think we would get a little further if we asked them for an increase in that basic allocation of grant at the present time, and then have a more general review of something for the future if we can persuade them to sit down with us and see if we can't arrive at some equitable basis of these costs.

CHAIRMAN: Our second resolution does deal with that business of setting up a committee to obtain increased grants. This first resolution deals with immediate funds.

MR. HAWRELAK: I wonder if we shouldn't include rural school divisions as well? I am sure their problems are very much like ours. I think it would add a little something if we included the rural school divisions. They have a problem too.

MR. FOSTER (TILLEY): I would second that.

MR. LAMBERT (JASPER PLACE): I am not just happy with the method of giving grants or assistance in the capital expenditure. Under the present system the province gives, I believe, 25% or 30% grant on

the capital cost and guarantees the interest. That does not make a very attractive proposition to the money lenders. They probably realize that should a school division not be able to pay its interest on debentures and the government have to come through and make the payment for them that the first charge against the provincial grant to the school division the following year would be the amount of money the government had to put up in lieu of the previous year's interest, and it is merely pyramiding the difficulties of the particular school division involved.

In Ontario they borrow on a different system. The provincial government says to the school districts, you go out and sell your debentures on the open market and we will pay 80% of the capital cost and the interest each year. If we could get a system of that nature working in this province it would assist the school divisions to sell their debentures at a higher rate and sell them much more easily.

MR. MACKAY: Was it not our thought that when it comes to the details of how this whole thing would work out, it is really the responsibility of the school trustees of this province and as councillors our principal task is to emphasize before the government the tremendous need of assistance financially speaking, but working it out becomes the responsibility of the school trustees and the Department of Education.

PRESIDENT: Are you ready for the question?

CARRIED.

MR. WAITE (CAMROSE): The School Trustees are holding a convention next week. We should forward a copy of that resolution to them.

AGREED.

CHAIRMAN: **Resolution No. 20.**

RESOLVED that in view of the increased costs of education and of the considerable change in conditions since the publication of the Judge Report the government be requested to set up a committee composed of representatives of the government, of the municipalities and of the school boards to work out a more equitable basis for sharing school costs as between the various levels of government, including enquiring into the advisability of changing the present distribution of school grants from a per room basis to a per pupil basis, differentiating between high school and public school pupils, and the assumption by the government of the full cost of technical education.

I so move.

MR. HAWRELAK (EDMONTON): I second that resolution. I don't know that we need to speak too long on it. It is along the line we have been discussing and we need an over-all review and I think that is the intent of the resolution.

MR. TURCOTTE (LETHBRIDGE): I presented some facts to the city section yesterday that may be of interest to some of the other members of the association. During the last few weeks I made a review of grants of the city of Lethbridge and of cities in other provinces in Canada of a

similar nature, cities with a population similar to ours, between 20,000 and 30,000 people. It is very interesting to note some of the figures we have acquired. For example, the city of Moncton, New Brunswick, with a population of about 27,000 people, there the provincial grant to the city per pupil is \$60.51 this year. Coming to the province of Ontario and the city of Guelph with a population of 27,000, the provincial grant per pupil is \$40. At Glace Bay, Nova Scotia, with a population of 25,000, it is \$19.00. In New Westminster, with 28,000 people, it is \$38. In Brandon it is \$29 per pupil, and in Moose Jaw, \$19. And in Alberta, our very rich province, for a population of 23,000 people we get \$22.86 per pupil per year.

In other words, we are the third lowest per pupil grant. We are the lowest of any province in Canada in the percentage of provincial grant to the total cost of education for those seven cities. Our total cost of education for public schools in Lethbridge was \$643,000 this year, and we got \$80,000 in provincial grants, which shows that we got 12.36% of provincial grant to the total cost of education. The province of New Brunswick is providing Moncton with 38%, Guelph with 34%, and so it goes down the line. Nova Scotia 25%, B.C. 20%, Manitoba 19%, Saskatchewan 13% and Alberta 12%. That only relates to cities between twenty and thirty thousand population. I have nothing to say about rural districts or cities of other sizes, but we are certainly on the short end of the stick so far as provincial grants for education are concerned, and even if you consider it on an amortized basis in the way of loans we would still be underneath every province except Saskatchewan. There is need for great revision in the contribution of the provincial government of Alberta in the provision of grants so far as we are concerned.

PRESIDENT: All in favor of this resolution?

CARRIED.

CHAIRMAN: No. 19 is identical with No. 4. We have revised it and are bringing it in in this form.

RESOLVED that the provincial government grants under the Municipal Assistance Act be made unconditional and that such grants be distributed on a per capita basis.

I so move.

MR. ELLIS: I second that.

MR. MACKAY (CALGARY): I would move that another clause go in that—with special consideration being given to municipalities whose population is increasing at a disproportionate rate of increase in relation to other municipalities.

MR. BEVERIDGE (RED DEER): I second that.

MR. MACKAY: The reason that was asked for was rather important. It concerns any community that is growing disproportionately. If you have 10,000 people move in in the course of a year, it means new waterworks, sewers, roads, and so on. You actually have to build a small city each year. We feel that factor should be there to help cities, towns or villages

who find themselves hitting that boom period and who are getting hit hard. We definitely think that should go in.

MR. KIDD (MEDICINE HAT): May I ask why you wish to change from an assessment basis to a per capita basis? Why change it?

CHAIRMAN: I believe the reason is that it is due to the inequality of assessments throughout the province, and some cities have adopted one year for their basis of assessment and others have adopted another, and we thought a fairer basis would be the number of people in the municipality.

MR. HAWRELAK (EDMONTON): One of the reasons why I think it is much simpler to give grants on a per capita basis is because it is difficult for people to interpret the meaning of the formula. We shunted back and forth from the Department of Municipal Affairs several times to make sure we complied with the requirements of the Act. If you are going to have a definite basis of assessment, naturally there will have to be a formula of equating assessments and that makes complications which we think should not be. As a matter of fact, one of the reasons I think it is a good thing to have a per capita grant is because that is the way the province gets their grants from Ottawa. If it is good for our province to get it from the Dominion government that way, I think we have some sort of claim in believing it should be all right for the municipalities to get it likewise.

MR. ABOUSSAFY (COLEMAN): I think the per capita basis is much more fair than the assessment basis because you will have a community with a big assessment and another one has a poorer lot of people who deserve more support from the province, and therefore per capita is much more equitable than the assessment basis.

MR. BEVERIDGE (RED DEER): The tax reduction subsidy—we say get rid of a controlled mill rate, and put it into the municipal revenue grant, and ask that the main basis be a per capita one and also the percentage increase. But there is such a thing as the equalization grant which also comes into this municipal assistance grant, and that is based on a number of factors. My point is that what we are asking is that the grant be based on the per capita and percentage increase and that is only affecting one section of the grant. There is still the equalization grant. So we have an all-inclusive grant there. You just can't discuss it that way. Our resolution does not change the whole grant, but only a section of it.

MR. HAWRELAK (EDMONTON): Speaking to Mr. Mackay's amendment, I would like to support him, because I think anyone will readily appreciate that where you have an influx of population at an abnormal rate you will have abnormal problems in dealing with the requirements of that population. The average rate of growth is 1¼% per year, and we are growing in Edmonton at a rate of 9% for the past four years, and we have to find five times as much money on a yearly basis as we would normally require. That is a difficult proposition. You can do it once and perhaps twice, but if you continue to do it you are running up against a proposition which becomes financially hard to accomplish. That is why we believe that although the costs of providing those services will eventually

be paid by the people, it is amortized over a period of time and in the meantime we must find cash, and it is that cash that municipalities are concerned with. We require five times as much cash as ordinarily we would. We think therefore there should be some recognition made. I don't think we are the only ones. There must be municipalities, towns and villages who recognize their problem as being very much like ours.

PRESIDENT: One point we overlook is that the rural municipalities are actually losing population. I think we can assume, as far as they are concerned, they will take a dim view of this per capita basis. The fact that they are losing population is not cutting down their expenses, but rather increasing them due to transportation costs.

MR. HAWRELAK (EDMONTON): That is why Mr. Beveridge pointed out that this is only one section of the over-all grants. There are special grants that make it possible for sparsely populated areas to carry on, and the government gives due weight to that particular set of circumstances.

MRS. WILKINSON (CALGARY): I know perfectly well that the men sitting here today are very vocal outside of this hall on this particular municipal act, and here is the place to give expression to your feelings and opinions. I would be very anxious to hear what the members of this municipal convention have to say about it. I would like to know your opinions on it. I feel that there is going to be probably a change in the formula that will be easier to understand, and I also think that if there is a municipal representative here today we should hear from him.

MR. TUCKER (CASTOR): Listening to the discussion this afternoon as a delegate for Castor, I do feel, and I certainly hope I am right that the town council of Castor would approve of my saying on their behalf that they do feel and feel this union should reach forward to wholly unconditional grants in this connection, and insofar as this discussion is concerned I am sure my council would agree with the mayor of Edmonton and the mayor of Calgary that it should be on a per capita basis. That is the root.

PRESIDENT: Are you ready for the amendment, dealing with the disproportionate increase in population?

All in favor of the amendment?

CARRIED.

Now in favor of the motion as amended?

CARRIED.

MR. GARSIDE (EDMONTON): I would move that a copy of this resolution be sent to the proper officers of the rural organization.

MR. MACKAY (CALGARY): I second that motion.

PRESIDENT: All in favor?

CARRIED.

CHAIRMAN: No. 25.

RESOLVED that the provincial government be requested to establish a revolving fund sufficient in total amount to provide for all annual capital

requirements of all municipalities at an interest rate not to exceed 2% per annum.

I would so move.

MR. MILLER (OLDS): I second the motion.

PRESIDENT: Are you ready for the question? CARRIED.

CHAIRMAN: **Resolution No. 21.**

RESOLVED that inasmuch as the recommendation is made in the Judge Report, the provincial government be asked to assume 80% of the cost of public welfare.

I move that.

MR. TANNER (MAGRATH): I second the motion.

MR. MACKAY (CALGARY): Should that not include child welfare as well? Public welfare means relief. I move that this be sent back to the resolutions committee to be brought in tomorrow.

PRESIDENT: Are you agreed to do that? AGREED.

CHAIRMAN: **Resolution No. 3,** from the Town of Innisfail.

WHEREAS the rapid growth of towns and villages during the past few years has used up all available building sites in many towns and villages, and,

WHEREAS further expansion of building sites has followed the line of least resistance rather than the most practical location and in many cases causing very costly extensions of such services as sewer, water mains, streets, etc., and,

WHEREAS desirable locations for new subdivisions have not been developed because the owner did not consider it advisable for him to pay increased taxes on subdivided land while waiting for a market for such subdivided land to develop, and,

WHEREAS town planning could be better organized and controlled if towns and villages were permitted to acquire land for the purpose of subdividing and re-sale,

NOW THEREFORE BE IT RESOLVED that the Union of Alberta Municipalities strongly recommend to the government of Alberta that Sec. 269 (Sec. (1) of the Town and Village Act, Chap. 97 R.S.A. 1952 be amended by adding immediately after Clause (k) the following new Clause (l)—“for the purpose of subdividing the same and re-selling for residential, commercial or industrial building sites.”

I would move that, as the committee felt this request was a good one. There is some dispute as to whether or not under the Town Planning Act villages and towns have the power for which they are asking in this resolution, and in view of that we feel the resolution should have the Town Planning Act mentioned too.

MR. LITTLE (INNISFAIL): I second the motion.

PRESIDENT: All in favor?

CARRIED.

CHAIRMAN: Resolution No. 9 has been referred to the City Section as we did not think it was of sufficiently wide interest to this group. The same applies to Nos. 10, 11 and 12.

**Resolution No. 13** is from the City of Lethbridge.

RESOLVED that one holiday in the spring of the year to commemorate the birthday of our Sovereign and to commemorate Empire Day be instituted in place of the two holidays of May 24th and the Queen's birthday.

MR. TANNER (MAGRATH): I would like to move that.

MR. SHACKLEFORD (LETHBRIDGE): I second the motion.

MR. TURCOTTE (LETHBRIDGE): We think this is rather important. It was presented to the Canadian Federation of Mayors convention in Calgary but was shelved. You have the 24th of May holiday and then about two weeks later the government declares a holiday to commemorate the birthday of the reigning sovereign. One is observed and the other is in some places and in others not. We think there should be one holiday which will be strongly observed commemorating our relationship with the British Commonwealth of Nations. With that in mind we feel that the two holidays should be combined in the spring of the year so that the whole of the country can celebrate it in a fitting manner. That is why we brought it here for your consideration.

MR. TANNER (MAGRATH): It seems to me we have just two holidays a year when I was young, and now we have about a dozen. I am in agreement with Mr. Turcotte that we should have one holiday and celebrate it right and that it would be more effective.

MR. TUCKER (CASTOR): We should celebrate the birthday of the reigning sovereign.

MR. LAMBERT (JASPER PLACE): I would hate very much to have this convention go on record as wishing to dispose of May 24th as Victoria Day. That holiday represents one of the greatest epochs in British history. I believe the Dominion of Canada is the only member of the British Commonwealth of Nations that still retains May 24th as Victoria Day. I would oppose any change.

MR. SHACKLEFORD (LETHBRIDGE): I think in the present day and age we must honor those who are alive, particularly now when our sovereign is a woman. In combining the two into one, I would like to recommend that the government allocate some Monday in May so we would know when it is. It should be the first, second or third Monday in May.

MR. BRECKEN (CALGARY): I agree to quite an extent with the last speaker, but I don't think we do call it Victoria Day now. We call it Empire Day. I think that is a federal declaration. Where the complica-

tion came in last year was when our provincial government introduced Farmers Day in the same month as the Queen's birthday. They made Farmers Day a compulsory holiday and the Queen's birthday was an optional holiday. While I think we have no reason not to want to honor the farmer, I don't personally think Farmers Day should come within a week of the birthday of the reigning sovereign. My recollection is that we have no official holiday in August. I think in most of the Eastern cities the first Monday in August is taken as a civic holiday. If the government wishes to retain Farmers Day they could move it on to the first week in August and leave the birthday of the reigning sovereign in the first week in June, which would make for a distribution that would get away from this sort of complication.

MR. BRECKEN (CALGARY): I don't think our provincial government has a thing to do with the naming of Empire Day. But they can set the date for the Queen's birthday. They could take a stand on that.

MR. MACKAY (CALGARY): When we get back to Calgary we face a finalizing committee before the Board of Industrial Relations on this point. The 24th of May is a recognized holiday with everyone. But the Queen's birthday we don't know what day it should be. Now in our agreements with our employees, they say to us that any holiday proclaimed by the federal government and officially recognized shall be a holiday for us. The banks observed the holiday named for the Queen's birthday but most places of business did not. They came to me this year and said, we want our holiday. I called on our solicitor for an interpretation of the holiday situation and he said it was not a holiday. I said, no holiday; and we are now preparing ourselves for that finalizing committee. We should get this cleared up. The federal government should take this matter under consideration. Are we going to have both days, and then want another in June? I think the government should be asked where this is to be a recognized national holiday. I am wondering if the resolutions should not read: "Resolved that the Canadian government be petitioned to clear the ambiguity associated with May 24th and the Queen's birthday."

MR. NECHKIN (RED DEER): I think Lethbridge presented an excellent resolution and a sensible one. The Queen or reigning monarch is head of the empire. The two days should be combined into one and celebrated on a certain Monday in the month.

PRESIDENT: All in favor of the Lethbridge resolution? CARRIED.

CHAIRMAN: Resolution No. 14 is identical with one from Lethbridge, and we have referred this to the City section.

Now, No. 15 from the Town of Edson.

WHEREAS municipalities may not qualify for grants under the Public Welfare Assistance Act unless the indigent persons are resident within the province, and,

WHEREAS it is not always expedient to insist that recipients of assistance return to Alberta,

BE IT RESOLVED that the government be requested to amend the Public Welfare Assistance Act so that consideration may be given to special cases where the indigent person is resident outside the province.

I would move that this resolution be endorsed and passed.

MR. NECHKIN (RED DEER): I thought cases like that were the responsibility of the province. We had a case like it and the province paid all the expenses in connection with that family.

MR. WORKMAN (GRIMSHAW): We had an instance of this kind where an indigent party from outside the province had been residing in Alberta and needed help and we asked to have it turned over to the province and they turned it right back to Grimshaw.

MRS. WILKINSON (CALGARY): I realize many people here today are probably in new positions and are not conversant with this Act and it is pretty hard for people in an audience of this size to decide on questions on which they have no information. If the person has not gained residence in one municipality they are the responsibility of the other municipality from which they came.

MR. BAILEY (FOREST LAWN): We had a case of this sort. A party went to B.C. and got into a car accident and became unable to work so of course the welfare workers in B.C. wrote to Edmonton and Edmonton sent the affidavit to us and we had to accept it. We got billed for \$1281 from the province and they would not pay the half of it. The provincial government paid it and then took it out of our grants.

MR. MACKAY (CALGARY): But he had moved out and established residence in another province?

MR. BAILEY: He had not been gone from Forest Lawn for a year. We asked the government for 60%, the same as the rest of the relief and we didn't get it.

MR. TUCKER (CASTOR): He is away from Forest Lawn for more than six months and is then a resident of some other municipality. Therefore in what manner can the province repudiate their responsibility. He is the responsibility of the province or of the province where he went.

MR. ELLIS: If they are not self-supporting for twelve months they are the responsibility of the town or village from which they came and had established residence.

MR. KIDD (MEDICINE HAT): I can't see how the province can charge any municipality for relief supplied in any other province. Alberta would only pay B.C. under some working arrangement. I think Forest Lawn was rooked and should not pay it.

MR. BAILEY: We could bring him back to Forest Lawn or pay relief over there.

MR. KIDD: If you had brought him back they would have had to pay the percentage.

MR. GARSIDE (EDMONTON): You have put the finger on the reason for this resolution. In cases where the municipality desires that the person should remain out of the province they should be able to make arrangements with the government whereby he can remain out of the province and yet the province will still pay the share for the relief in B.C.

MR. TUCKER (EDSON): The reason for this resolution was the fact that we had a man resident in Edson who moved to Vancouver with his family of five children and afterwards the law caught up with him and he got three years in Prince Albert. After about 11 months we got notice from B.C. that the family was receiving assistance from the B.C. government, so we appealed to the provincial government. It is not expedient to move this family back to Alberta. It would not be humane to do so. We were trying to arrange to keep them in B.C. It seems to me under special circumstances assistance should be rendered by the provincial government.

MR. MACKAY: If that family was brought back you would get assistance from the provincial government?

MR. TUCKER: That is right.

MR. MACKAY: Then this is a good resolution. I will second the motion.

PRESIDENT: Are you ready for the question? CARRIED.

CHAIRMAN: Now **Resolution No. 16** from the Town of Edson.

WHEREAS municipalities are often faced with heavy expenditures on behalf of the families where the wage earner is committed to gaol;

BE IT RESOLVED that the government be requested to assume the whole cost of the maintenance of families when the wage earner is committed to gaol.

I would so move.

MR. TUCKER (EDSON): I second that.

MR. ELLIS (HIGH RIVER): We have a case at present of a chap who was supposed to have been the wage earner being sent to gaol and the family is on town relief, but they were on relief before that. If this resolution goes forward, would it not be advisable to have in there, if he were self-supporting until he was sent to gaol.

MR. TURCOTTE (LETHBRIDGE): How about putting the 80/20 proposition in there and you would not be asking for something special. They pay 60% now. Bring it up to 80/20 I move it be 80/20.

MR. MILLER: I second that.

MR. DAVIS (COALDALE): The province now pays 60% and the municipality 40%. I feel that too often municipalities are inclined to turn over too much responsibility to senior governments. I do not feel that the limit should be changed. We are responsible for these people. I think we should still be responsible for 40% of this cost.

MR. TANNER (MAGRATH): But I think it should be raised a certain amount. What are we here for—to try and get a little more money out of the senior government.

MR. TURCOTTE: I will withdraw my amendment.

MR. MILLER: That will be okay.

PRESIDENT: All in favor of the resolution as written? CARRIED.

CHAIRMAN. Now **Resolution No.** — from the Resolutions Committee.

RESOLVED that the provincial government be requested to appoint the Advisory Committee recommended by Mayor Mackay and that one member of the Committee be a representative from the Union of Alberta Municipalities, and that there be a representative from the rural municipalities as well. (The duties of this committee would be to study the needs of each individual municipality and to recommend to the government that grants-in-aid be paid according to their findings.)

MR. MACKAY: In the City Section we endeavored to figure out what approach we might make on several of these subjects. This is the survey we turned out. We made a condensation of many submissions to the Judge Commission and the Saskatchewan Commission and the Nova Scotia Commission, and this was to be more or less a handbook for those who have not had an opportunity to get the background on how this municipal problem has been developing, and it would clear the way in their thinking. We wound it up with several suggestions. One of them was this that came from the Saskatchewan report. We have suggested that the Department of Municipal Affairs would be well advised to have a municipal advisory committee with wide and first class experience in municipal affairs and it would be their assignment to work on municipal problems throughout the year with a view to making recommendations in the best interests of all concerned. That is the thinking behind this resolution.

MR. BEVERIDGE (RED DEER): I support this idea. The way the grants are being given out now is not as good as it could be. There should be one member from the cities, and one from the towns and villages and one from the rural municipalities, and the government could appoint three other members and probably the Minister of Municipal Affairs could be the chairman. The Department of Municipal Affairs has asked most of us what we intend to spend in the next five years. But in a way there should be somebody who would gather all this information and tabulate it. He would take into account population increases and the particular circumstances of each municipality. They would also review the proposed provincial government grants.

PRESIDENT: All in favor?

CARRIED.

CHAIRMAN: **No. 17** from the Town of Edson.

WHEREAS it is often difficult for municipalities to hire employees unless housing is available,

BE IT RESOLVED that the government be requested to make definite provision in the appropriate acts authorizing the municipality to build or to acquire dwellings for its employees.

MR. TUCKER (EDSON): I move that.

MR. MAY (CROSSFIELD): I second it.

PRESIDENT: All in favor?

CARRIED.

CHAIRMAN: No. 24 from the Resolutions Committee.

RESOLVED that in view of the need of municipalities for increased fire protection for civil defence, the Dominion Government be requested to remove the 10% sales tax on all fire fighting equipment.

I would move that.

MR. KORDICH (RYLEY): I second it.

PRESIDENT: All in favor?

CARRIED.

We will now adjourn until this evening at 7.00 p.m. when the city of Edmonton will entertain delegates and their wives at dinner in the hotel. Guest speaker will be Dr. E. J. Hanson, Professor of Political Economy, University of Alberta. His subject will be, "The Development of Urban Municipalities in Alberta".

ADJOURNED.

### BANQUET SESSION

THURSDAY, OCTOBER 30th

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### THE DEVELOPMENT OF URBAN MUNICIPALITIES IN ALBERTA

Dr. E. J. Hanson

Municipal government provides many complexities for students. Someone has called local government the chaotic undergrowth in the jungle of government. I am inclined to agree since I have found that local government is a much more complicated affair than I thought before I began any serious study of it.

After choosing the topic for this evening, I remembered to my consternation that Dickens once said that to make a good speech one should be able to "despise the audience". That is out of the question here for you know more about the topic than I do. I found myself at a loss to think of any other topic anyway with which municipal men and women are not familiar. Participation in municipal affairs "maketh a full man" as Bacon would say. Therefore I shall try to make the best of my topic and I shall try to have you consider me as a student and citizen who has been looking into the affairs of municipalities and who is going to state some of his impressions.

In the course of teaching and lecturing I have brought the United Empire Loyalists to Canada, built them cabins and planted the first crop in ten minutes. I have federated Canada, settled the finances of Confederation, and built the C.P.R. in 15 minutes. Once I chartered the Canadian banks, went on and off the gold standard a couple of times and set up the Bank of Canada in 20 minutes. Tonight I have 25 minutes in which to develop the urban municipalities of Alberta. It is a weighty matter but I shall try.

My topic contains the word "development" which means unfolding or growth according to the dictionaries. "Urban" pertains to places inhabited by many people. According to the Latin roots "municipality" means a place which has taken on duties. This is an amazingly precise definition of a municipality. If you have a burden the municipalities will take it from you, or maybe I should say—if you have a burden put it on the municipalities! "Alberta" is derived from the Latin name "Albertus" which in its Germanic context means "nobly bright". This too is most apt. Wilfred Egglestone once said that there are more brains per square mile in Alberta than anywhere else. It appears, then, that my talk is on the growth of communities in the land of the nobly bright.

The territorial government passed the first municipal ordinance in 1883. This ordinance provided for the formation of rural municipalities and towns. Towns were supposed to have at least 300 residents within an area no larger than four square miles. Calgary made the grade in 1884 and thus became the first municipality in Alberta. Edmonton was not much of a place in those days according to a Calgary historian. At the same time Frank Oliver of the Edmonton Bulletin looked upon Calgary as tributary to Edmonton. Evidently the Calgary historian was right for Edmonton did not become a town until 1892. Lethbridge as a matter of fact had become the second town in 1891. Macleod finished strongly at the end of 1892 but failed to show and it became the fourth town in Alberta.

Settlement was slow until the turn of the century. Frank Oliver was always complaining about the slow rate of settlement. At the same time he tried to advertise the virtues of the country. He sometimes had peculiar ways of doing so. I read one editorial in the Bulletin of the 1890's which began like this: "The recent cold spell plainly showed the advantages of this district . . ." I wondered what he was driving at. He went on with 600 words on the abundance of coal and wood in the Edmonton district. With natural gas there would have been no stopping him.

In 1893 Calgary applied for and got the city charter according to the Dominion census of 1891. Calgary had a population exceeding 3,000. The same census makes no mention of what population Edmonton had. In 1888 The Unincorporated Towns Ordinance was passed to provide local government in small places. A minimum of 10 dwelling houses inside an area of half a square mile was required. An overseer was to be elected for two years. He could be paid up to \$50 per year plus 2½ percent of all the public monies that went through his hands. In 1885 the term "village" was adopted to describe unincorporated towns.

In 1895 before the settlement boom began there were few urban centres simply because there were few people in Alberta. There were one city, 3 towns, and 3 villages. The villages were Red Deer, Medicine Hat and Strathcona.

Most urban municipalities were incorporated during the settlement boom of 1896 to 1915. By 1905 there were two cities, Edmonton having been incorporated in 1904. A further 15 towns and 32 villages had been incorporated. They are too numerous to mention. Most of them were located on an axis drawn from Athabasca to Cardston and from Crowsnest Pass to Medicine Hat. By 1915 there were 6 cities, Lethbridge, Wetaskiwin and Medicine Hat were incorporated in 1906, Strathcona in 1907, and Red Deer in 1913. Strathcona was amalgamated with Edmonton in 1912. There were 48 towns and 102 villages located throughout the settled portion of Alberta by 1915.

Cities operated under special charters which in several instances were based on the municipal ordinance. Towns operated under the old territorial ordinance until 1911 when the Town Act was passed. Villages operated under the Village Act which was consolidated in 1913. In 1907 the office of the village overseer was abolished and three councillors were to be elected instead. There were many changes in population requirements. These requirements were increased gradually.

Higher population requirements were imposed to discourage small centres from undertaking town or even village duties. There were difficulties of distinguishing between towns, villages and hamlets in more ways than one. One of the crucial points in licensing establishments to sell liquor hinged around the question of whether or not the establishment was located in a town. During the 1908 provincial debates on liquor licensing, John T. Moore, Liberal M.L.A. for Red Deer, was asked to define a town. He said it was "a quarter-section with an imaginary boundary line drawn about it and inhabited by an enterprising man to call it Crystal City or some such name". This definition was not helpful but is perhaps illustrative of the enterprising and optimistic nature of the times. In the end the problem of defining the difference between a town and a village remained. I suppose one is driven to legal distinctions. A village has a reeve and a town has a mayor. There were stricter debt limitations on villages and they had a less elaborate administration. But in 1933 the province passed a Town and Village Act which blurred distinction further.

The prewar depression, World War I, and the postwar depression slowed up the growth of the Alberta economy and urban centres. It was a troublesome period for municipalities. The urban municipalities had acquired high debts which had to be repaid and serviced. Many of them had become involved in land tax troubles and found it difficult to collect adequate revenues. Between 1915 and 1930 only a few more towns were organized, one city, Drumheller, was incorporated, while the number of villages rose by about 40 per cent.

The depression of 1930 heaped more troubles upon the municipalities. There were the usual problems of servicing the debt. Large expenditures

on public welfare and unemployment relief became necessary. Somehow the urban municipalities came through these trying years. Tribute must be paid to officials who were in charge during such difficult times. The number of urban municipalities changed very little between 1930 and 1945.

During the postwar period many more towns have been incorporated. The number of villages has decreased because of town incorporations and disorganization. Most urban municipalities then were organized between 1900 and 1915. There was a flurry of organizations during the late 1920's and there is another one at the present time.

So much for development. Now for urbanization. The reasons for the growth of urban centres are mostly economic; such growth results from the specialization trend in a country's development. The application of machinery to agriculture has made us more productive and fewer people are needed to feed us. The application of power instead of muscle in all industries has made us more productive. This leaves many more people free to produce a great many additional things. Railways and sanitation made large cities possible during the 19th century.

Railways made western settlement possible. Rising farm prices, the end of the frontier in the United States, lower costs of transportation and a vigorous immigration policy gave impetus to western settlement. We had agricultural machinery to till vast tracts of land. Urban centres grew up to serve as distributing centres. But until 1941 fewer than 40 out of 100 Albertans lived in urban centres. Less than one out of four lived in Calgary and Edmonton. During the last 10 years there has been a very marked migration to the urban centres. In 1946, 44 per cent of Albertans lived in urban centres. By 1951, 52 per cent lived in such centres and one out of three lived in Edmonton and Calgary.

This trend has imposed increasing duties on the municipalities. Yet the growth has not been as rapid as that of 1900 to 1915 when the urban population increased by almost one-third per year. The present rate of growth is about 5 or 6 per cent per year. Between 1941 and 1951 Alberta's population rose by almost 19 per cent, the urban population rose by 60 per cent, and the rural population fell by 8 per cent. We are going through the 1890-1920 stage in the United States and Eastern Canada. The number of farmers has declined by about 1,000 per year since 1936.

The population race between Edmonton and Calgary is reminiscent of the football encounters. Calgary led for a long time and had a larger population until 1906. Then the Grand Trunk Pacific steamed into Edmonton in 1903 and a number of people forgot about Calgary. Thus in 1906 Edmonton had 14,000 people while Calgary had 13,500. Then the Palliser triangle was opened up for settlement and Calgary boomed; it led easily by 1911. The northern railways were being built by this time and Edmonton boomed and led by 1914, but the Edmonton boom collapsed and Edmonton failed to hold the lead. Calgary led until the beginning of World War II. Now Edmonton has overtaken Calgary and hopes to stay in front.

This brings me to the duties undertaken. The rapid increase in population has created a most pressing problem for local governments—more

pressing than that of any other level of government since the failure to provide local services disrupts the daily economic and social life of people. The emphasis is now upon providing services directly. In an earlier and simpler day the emphasis seemed to be on regulatory activities. The first municipal ordinance was comprehensive enough. It listed 26 matters from that of tree planting to public morals as matters with which municipalities must deal. The present Acts provide an even longer list with emphasis upon road construction, traffic direction, bridge building and so forth.

The expansion in functions and population have induced a great increase in expenditures. But it is not as great as you might think. In 1906 the urban municipalities spent about 2 million dollars. This amount includes gross expenditures on utilities and education. In 1950 they spent close to 60 million dollars on all functions. This is a 30-fold increase. It is only 10-fold if we allow for the great rise in the price level. If you correct for population growth the expenditure per person in 1950 was not much more than one-third higher than in 1906.

From 1906 to 1913 Alberta was booming. The urban municipalities, always sensitive to ups and downs in economic conditions went on a spending spree. In 1913 they spent 36 million dollars or about 100 million 1950 dollars. You have a long way to go to beat that record. Edmonton alone was spending 1½ times as much as the province did at a time when the province was borrowing itself. They were exuberant days, and there are some of you like Commissioner Hodgson of Edmonton and Mr. Evans of Athabasca who can tell you all about it. These men came in after the boom and devoted many years of their lives to straighten out the finances of their respective centres. Hindsight shows that mistakes were made during the boom, but there were few voices that raised protests during the boom; the municipalities were merely following the trend of economic events. The urban debt climbed to about 65 million dollars by 1914 which would be equivalent to about 150 million dollars today.

To some extent, benefits have been reaped from the break of the prewar boom. For example, the City of Edmonton acquired much land which it has sold in recent years. Over-expanded municipal services came into their own during the 1940's.

The boom broke in 1913 and by 1915 the urban municipalities had cut spending by more than 60 per cent, a most drastic reduction rendered necessary when funds could no longer be borrowed in quantity. Building permits in Edmonton and Calgary fell from \$35 million in 1912 to \$½ million in 1915. It took until 1948 to attain the 1912 mark again—and it was done with 1948 dollars. We have not seen anything like the pre-1913 boom and its collapse since.

The urban municipalities were left with high debts, much tax-delinquent property, and the ordinary duties of government. Reducing non-debt expenditures and collecting tax arrears became the primary task of administrators. Price inflation frustrated expenditure reductions during 1918-20. But the urban centres embarked on few capital expenditure projects as so many American and Eastern Canadian centres did. Nor did they do so in marked measure during the brief boom of the late 1920's.

Between 1920 and 1943, urban government expenditures were remarkably stable. Current services were maintained and debts reduced. Many expenditure reductions became necessary during the 1930's to provide funds for relief. The urban centres got a breathing spell during World War II when it became possible to accumulate surpluses. Capital projects had to be postponed because of the shortage of men and materials. By 1946, the debt of the urbans had fallen to less than half the 1913 level and they had some surplus funds on hand.

Since 1946 expenditures have risen sharply, the 1952 level being about three times the 1942 level. The debt has almost tripled since 1946. These increases are the result of population growth and pent-up demands for projects which were postponed during the 1930's and World War II. Further, as incomes have risen, people have come to expect and demand a higher level of government services. As they obtain more automobiles, wider and better streets and highways are required. Bridges, traffic lights, and more policemen are needed. The automobile makers have certainly had the best of the race between them and the roadbuilders so far. I noted that The Financial Post recently commented that municipal officials have not kept pace with their responsibilities in this matter. I was rather surprised at such an unfair statement, considering the difficulties municipal officials have in obtaining revenue and the Post's usual stand on tax reduction. You can still buy automobiles on credit, but it is becoming difficult to get funds for expenditures on roads and streets. Perhaps Will Rogers had the remedy; he said he would keep all cars which were not paid for off the road!

Educators and architects manage to stay ahead with suggestions as to what constitutes model schools. The fire fighters keep pointing at obsolescent equipment. Police chiefs indicate their need for motorized forces with automobiles that can hold their own with any vehicle on the road. Even dog-catching is streamlined and mechanized. Major-General Griesbach relates in his book "I Remember" that once upon a time the Edmonton dog-catcher used the simple device of parading an amorous lady-dog down the street. The licensed gentlemen dogs were easily separated from the unlicensed at the pound. There is more to his story—it involved, among others, a newspaper editor and Joe Bremner who came to town from Clover Bar with his two thoroughbred dogs.

A municipal council does the best it can to meet the requests with which it is beset. Its job is to fit them all into an overall budget and with due regard to the taxpayers. It cuts here and cuts there. No other group in the municipality has a better grasp of the overall requirements and the degree to which they can be met. In the process of budgeting the council is not always viewed too favorably by enthusiastic and zealous chiefs of departments and boards.

I have to say something about taxation. I have always been curious about statements that property taxation has reached the limit. Probably no municipal convention has gone by without somebody making a speech on the property tax having reached the limit. In recent years property tax levies have kept on climbing and they have been collected in as high, if not higher, degree as at any previous time in our province's history. The ability to pay taxes depends chiefly upon the receipt of incomes and the

possession of bank accounts and other liquid assets. If money incomes rise, people can pay higher taxes; if they fall, the taxable limit is lowered. That is why there is no absolute limit. The limit is relative to incomes.

I made a statistical study of this question. In 1906, urban residents paid out about 3 per cent of their incomes in property taxes. In 1950 they paid out about 4 per cent. The percentage has varied. In 1913 it was about 5 per cent. During the 1920's it ranged from 5 to 7 per cent, and during the 1930's from 7 to 10 per cent. During World War II it was less than 4 per cent.

The property tax is relatively stable, and is therefore suitable for municipal use. During prosperity it takes a smaller percentage of income, on the average, until the end of the boom when rates are finally increased substantially. During depressions it takes a larger percentage until recovery begins and mill rates begin to be reduced.

The Canadian pattern is similar to that of Alberta. Canadians paid about 7 per cent of their income in property taxes in 1939; Albertans paid a somewhat higher proportion. In 1950 both Canadians and Albertans paid about 4 per cent.

Thus property taxes, despite increases in dollar amounts, have not risen as rapidly as incomes. Councillors, especially urban ones, hesitate to raise mill rates. I have found that the rural municipalities raised their mill rates earlier and more substantially during the 1940's than the urbans. Between 1946-51, the tax levy per person in municipal districts doubled; in urban municipalities it rose by half. There are many explanations for this. One is the rapid increase in population of the urban centres. Another may be that urban councillors live too close to their constituents. You have, no doubt, a variety of explanations. When only 12 to 20 per cent of city electors turn out to vote, it suggests that overtaxation has not yet set in.

The property tax always takes a great deal of abuse. It would probably be abolished if municipalities were abolished. But I do not want to condemn it. It does provide a relatively stable revenue. The collection record for the urban municipalities during the last thirty years is amazingly stable. If you had to depend upon an income tax, you would find revenues to be quite unstable. Further, an income tax is of little help to municipalities with relatively many residents with low incomes. Finally, it is a complicated and difficult tax to administer and collect.

My time is too limited to propose solutions for the problems of urban municipalities. Solutions are most properly worked out by close study, much toil, and many conferences and discussions. Some authorities question the future place and use of local government, and there are some who, in their desire to govern fast, furiously, and by formulas, would abolish them. I shall simply say that I think they have a permanent place in our structure of government. They provide highly essential services. They provide training in government. They keep many controversial issues out of the more emotionally-charged atmosphere of provincial and federal politics. They permit provision of certain services in adjustment to the needs of local people who can see a direct connection between taxes and services when these services are provided by a local authority.

Urban municipalities are very sensitive to population changes and national income fluctuations. They are faced, during the present boom with the immediate costs of population growth. While people generally, and even senior governments, "never had it so good", there is no rest for the municipalities. During a boom a municipality becomes like the family where the children are coming too fast and the father's income is not keeping pace. People buy better and fancier houses and automobiles and demand local services accordingly. At the same time they are reluctant to pay the bill, that is, the tax bill. They remind me of the Swedish maid who worked for an author and his wife who lived in a house just outside New York. It appears that Hilda was a most efficient maid, but she also looked like Ingrid Bergman. She had no lack of gentlemen friends. One day Hilda asserted that she had to quit. Her mistress inquired why. It appeared that Hilda had met a soldier and was now in trouble. The author and his wife went into conference and decided they would adopt the child; the house would be a happier place with a child, they decided. Thus the crisis was averted. A year later Hilda came back again. This time it was a sailor. The same solution to the problem was used. By and by there were two children in the happy household. In another year Hilda came to her mistress and asserted that this time she must really quit. Her mistress inquired if it was a marine this time. But Hilda simply said: "With two children around this house this family is getting too big and there is so much work that I **have** to quit."

Borrowing and high taxes are penalties paid for urban expansion. There are other costs of expansion also—your Chambers of Commerce would run me out if I enumerated them. But I am told from time to time by Edmonton old-timers that they now have to line up for movies, cannot park a car on Jasper Avenue, have to stand up in the busses, and that life is not so leisurely and convenient as some years ago. You can judge for yourselves.

There is no single solution for your problems. They are quite unlike the ones in the algebra textbooks—there are no neat solutions. The provincial government is aware of your problems, and it is ready to discuss financial questions with you. It serves the same people as you do. Both provincial and municipal revenues form a pool of funds which belong to the same people. The province has been more fortunate than you in obtaining revenues. Yet its resources are not unlimited and they are not nearly so fantastically high as some people would indicate. It has to take the broader and larger view. It has to think of recession possibilities when it could be of extremely great assistance to you. If it continues to have its present cash surplus and excellent credit standing it would be in a position to give relief at a time of dire need. At such a time, a reduction in property taxes would have the most beneficial of effects.

You are trying to look at your revenues to see if you cannot collect more. There is no time like prosperous periods to collect more. There is still leeway in the property tax as long as people's incomes are rising and they are vying with each other in "conspicuous consumption", that is, in trying to live in fashionable residential districts and in purchasing the latest and flashiest of automobiles. There are always, of course, property owners

who are not enjoying great increases in income. Maybe a poll tax is the answer. I wonder, too, sometimes, if the municipalities should not have a corner on the income tax forms and receive, say, 5 or 10 per cent of what is collected. But again, this would not help the municipalities with relatively few income-tax payers. It is probably a Utopian suggestion for the Dominion deals with the provinces rather than the municipalities since the latter are creatures of the province. In this connection, I noted with interest the proposal of your president to secure federal collection of personal property taxes to be turned over to the municipalities.

Some functions of municipalities might conceivably be taken away from them. But there would be only small nibbles here unless, for example, education were the function taken over by the province and I am not yet prepared to suggest that. I am inclined to agree with those writers of the Sirois Report who felt that it was good for people to deprive themselves to some degree to provide an education for their children.

Few current expenditures can be reduced. Administrative expenditures, a popular target of the budget-criticizers, offer little scope for reduction. In all levels of government, expenditures on civil service and staff generally are relatively small. Expenditure cuts, if they are to be made, must be made of direct services to the general public. And that is not popular.

Capital expenditures can be screened and the Board of Public Utility Commissioners helps in doing that.

Nevertheless, the increasing interdependence and specialization in our society and its urbanization multiply the number of daily contacts and frictions. The traffic problem is an example. The rising standard of living demands that more government services be produced so as to enhance the enjoyment of the material good things of life. People's wants increase continually; that is why the problems of economics persist. We can never quite catch up because we always want more.

I suggest that you need not be ashamed or too reluctant to charge for municipal services. The municipalities are doing an excellent job of providing services. Certainly one can see directly more services performed in return for the municipal tax dollar than any other tax dollar.

I find I have exceeded twenty-five minutes. The development of urban municipalities is a weighty matter.

#### FRIDAY MORNING, OCTOBER 31st

PRESIDENT: Before we go on to the other items of our program this morning, Mr. Moyer of the Association of Rural Municipalities will bring greetings from his organization to our delegates.

MR. MOYER: Thank you, Mr. Chairman. I want to first thank your organization for inviting a representative from the Alberta Association of Municipal Districts to attend your convention and listen to your discussions. We think that better relations between urban and rural municipal

districts and municipalities is something to be strived for. I think in the past perhaps—the rural councillors may be a little to blame for not trying to get well enough acquainted with the towns, villages and cities. However, that relationship seems to be getting better. It is in our own district.

I live east of Edmonton 30 miles and 12 miles east of Fort Saskatchewan. We have two representatives in from Fort Saskatchewan attending the convention and I don't think any of us have ever been on the inside there yet. We are from the municipal district of Strathcona and we try to work in close harmony with the Edmonton council and the Fort Saskatchewan one too. I think maybe that would hold good over the province.

In going around some of the towns and cities, I believe we hit the bad spots on the roads when we get inside the towns, cities and villages. I don't know just what to do about that. We are living in a faster age and we are all travelling faster now. We don't like to slow up for mud holes and rough spots on the roads.

We are all one family in Alberta and we seem to have one common problem and that problem seems to be finance. I think we should get together in asking for larger grants. We get quite a slice of the gas tax now but as was mentioned yesterday there are other monies coming to the province which come out of the different municipalities. I think some consideration should be given there.

In the matter of roads with the heavy and fast traffic we have today, good roads in one community in the province are of benefit to the entire province. So it goes with education. Better educational facilities and a better type of education in one community will reflect itself in the rest of the province. And so with health. So I think it is not out of the way to press for larger grants on these different items.

There was some talk yesterday of municipal assistance on a per capita basis. I think if we could stop for a moment and consider the mileage in the rural areas and the smaller population you would know just how we feel on that score.

Our health units are another matter in our administration in some municipalities that should be given consideration, I think. We have to have a certain type of preventive medicine and care. We have to have it to a certain standard or what we put into these health units is more or less wasted. The amounts which the Department will contribute don't seem to be high enough. I think most of those health unit boards have had to raise the salaries to nurses and doctors and sanitary inspectors. We are pressing for a revision on that score.

In closing I think the rural people are very thankful for the bountiful harvest we have just reaped. It is perhaps the largest crop in history and I think it is preserved better than any crop we have ever had and that will be reflected in the urban centres.

On behalf of the Alberta Association of Municipal Districts, I wish you every success and look forward to a delegate from your organization attending our convention in Calgary on November 20th and 21st.

**PRESIDENT:** We like to get the rural viewpoint on these matters too. Our organization represents cities with their own particular problems, it represents towns that have problems also, possibly varying in degree somewhat to the cities, and it represents villages who again have a somewhat different problem in many cases than the towns. Then your organization represents the people in the country who again have possibly different problems and different ways of approaching those problems. I feel that in all of our deliberations we must keep in mind always the fact that there is bound to be a certain amount of variance between the different factors owing to different conditions surrounding them. One thing we are all agreed on is that none of us seem to feel that our methods of financing the development of the country are quite satisfactory. Whether it is the cities or the rural municipalities, we all feel we need more help from above to carry on our necessary work, and I am sure if we will all co-ordinate along that line we will get somewhere. Thank you very much.

The next item of business is an address by Mr. L. A. Thorssen, Department of Civil Engineering, University of Alberta, who will speak to us on Sidewalk Construction. This is a matter of vital interest, particularly to our towns and villages. I assume that probably Mr. Thorssen's talk will be rather technical but we intend to have it all taken down so as to give you copies for reference at a later date. This is a very important matter to the smaller places where the mayor and councillors are the chief engineers and everything else, and we suspect sometimes the local policemen.

**MR. THORSSSEN:** Mr. Chairman, ladies and gentlemen. It is a pleasure for me to have been invited to speak to your convention and I sincerely hope I can contribute in some small part to its success.

Although I do not pretend to be an expert in the general phases of sidewalk construction I have spent quite a number of years working on problems related to concrete construction, which is at the present time the most popular material used for the construction of sidewalks. Sidewalks and sewer and water are taking up a large part of capital expenditure at the present time.

Sidewalks are important from the point of view of convenience to people and appearance in the towns.

We might consider sidewalk construction under a number of headings, such as location, weight, various types of materials and construction.

As far as location is concerned in the business areas of course the sidewalk extends from the curb to the property line and in that way it is fixed. In residential areas it can be constructed next to the curb with a boulevard between the sidewalk and the property line, or closer to the property line with a boulevard in between. The practise varies not only between municipalities but within municipalities themselves, and very likely an interesting debate could be held on whether a sidewalk should be adjacent to the curb or whether there should be a boulevard between. There are good arguments on both sides, but in general are such that they balance out to the point that location is pretty well a matter of preference insofar as particular residents are concerned.

Width depends largely on the amount of traffic and the space available in downtown areas. As far as the rest of the municipality is concerned a minimum width of five feet is generally recommended. This is set because of the fact that it is possible then for two people walking down a sidewalk to meet a third person without one having to drop behind the other. As a result the general standard for sidewalk construction is a minimum of five feet.

For construction materials you have a whole series that can be or have been used such as gravel, cinder, wood, flagstones, brick or wood blocks, asphalt or concrete or blocks of them.

In some of the outlying areas in a municipality or areas connecting more developed communities where you have a small amount of sidewalk travel but nevertheless need a sidewalk in order to keep the people off the street from a safety point of view, particularly along roads or highways, where as a rule it is necessary to be able to construct a reasonably cheap type of sidewalk because of the fact that in some of these long streets you do not have adjacent property to pay part of the sidewalk, either cinders or gravel can be used. Cinders are not too satisfactory a material in that during dry weather in particular they are quite dusty and very dirty. Also of course in a good many of the municipalities in the province cinders are now becoming rather scarce and will continue to become more so as the gas services are extended to more of the municipalities.

Gravel, however, can provide a reasonably satisfactory low cost sidewalk for that purpose, particularly if the size of gravel that is used in the top surface is not too large. If you start getting boulders of 3 to 4 inches up to the top surface it is not good, but so long as the gravel is small, under 1 inch, then it can be reasonably satisfactory. It is frequently, however, necessary to put stringers of timber, 2x4 or 2x6 along each side for two purposes, one to contain the gravel where it belongs and also in order to raise the surface of the gravel so that the water will be able to drain during wet periods and so you will not have bog holes to step around regularly. That, of course, adds somewhat to the cost of that construction. If the gravel becomes too dusty during dry periods that can be partly corrected by a light application of oil or certain types of asphalt. It needs to be a light application, however, in order to prevent it being too sticky and dirty.

Wooden sidewalks were very popular a few years ago, but with the present high cost of lumber they have not been used to any great extent during the past few years. The high cost of lumber is such that the initial cost of wooden sidewalks is approaching the cost of concrete sidewalks, and when you take into account the small difference plus the high maintenance cost of lumber sidewalks, together with their many disadvantages, we find that little timber construction is now being used. In some areas it may still be a material that can economically be used because of special local factors. But in general it is not being used to any extent.

As far as flagstones and brick are concerned you rarely see them built now because of the high cost of labor and the large amount of labor required to lay them. They are used in a number of our municipalities for particular architectural purposes, but as a general sidewalk material they have pretty well passed out of the picture.

Another group that can be used is the asphalt type of sidewalk, either using asphaltic concrete or paving asphalt as a surface over a gravel base. It is not a commonly used material for sidewalks principally because of the cost. In many respects it should be a cheaper material to use than cement concrete, but because of the fact that you usually require more expensive equipment and require in many cases a little more knowledge for properly laying it, it has not become a common material.

If someone were to set out with the idea of going into that business it is quite probable they could produce a cheaper sidewalk that would be very satisfactory, particularly for your residential areas. However, it is unlikely under our conditions in this province at the present time with so much work going on that it will be some time before we will have people or firms that are prepared to specialize sufficiently in that type of construction to build up the volume to the point where it would be reasonably economical.

Now we come to the last one in my list of materials, and that is concrete. By far the greatest percentage of sidewalk construction is concrete. In my travels around the province, particularly the last couple of years the most serious complaint in concrete sidewalk construction has not been how to build them or what kind of quality, but where do we get the cement. The cement situation is a rather interesting one, particularly if you go back and read the history of the Portland cement industry in Canada or even on this continent. The largest percentage and it gets up in the area of 75 to 80% of the money that has been invested by individuals in the development of cement companies in this country over the past 50 years has been lost. It is probably the one industry in this country that has suffered most failures or bankruptcies than any other, and to read the history of the Portland cement industry you would wonder why anybody would be prepared to invest any more money.

However, be that as it may, the situation in Alberta is this. The productive capacity of the Exshaw plant of the Canada Cement Company up to and including 1947 was 3,200,000 bags of cement. Of that capacity in 1932 they produced less than one million bags. In 1948 the plant capacity was doubled and they thought at that time that doubling the plant would certainly take care of all the needs and the production was increased to 6,400,000 bags. In 1948 the cement shortage seemed to be worse than in 1947, even with the doubling of production. That situation has continued up until the present time and over the past two years now they have been again extending the plant and sometime during November the new addition will go into operation in which they are again almost doubling the capacity to about 11,200,000 bags. 11,300,000 bags of cement could produce a little better than 2 million cubic yards of concrete. Whether that amount is going to be sufficient is a debatable point, but it is very difficult in trying to analyze the market situation to decide whether or not it is because whenever you are dealing with a scarce material you can say, well these people want so much, and these people want so much, and so on. Whether the amount they are asking for is the amount they would normally use for a continued period of time or simply the amount necessary to catch up on some back work it is very difficult to tell. The Canada Cement Company

hope that next summer they will be able to satisfy the demand and if doubling the capacity of their plant is not a good guess then of course it is set up so that a further expansion can be made without the tremendous cost of this present expansion.

The cement situation is that it should be available next summer.

What are the requirements for a good concrete sidewalk? In the first place we want them to remain true to line and grade and to be free from unsightly cracking. We must prevent the upward or downward movement of the sidewalk and try and control the horizontal and longitudinal movement that takes place. We want a durable and non-slip surface which can only be obtained provided we have used good quality concrete.

In general as far as the sections of the sidewalk are concerned, we grade or level the area and place what you might call the sub-grade. We should place a layer of about 4 inches of gravel on top of that or very coarse sand, and then on top of that  $4\frac{1}{2}$  to 6 inches of concrete.  $4\frac{1}{2}$  inches is quite suitable for sections that are subject only to pedestrian traffic, but should be increased for those sections at lane entrances or driveways.

The upward or downward movement of the sidewalk is normally caused by your sub-grade or original material. That material should preferably be packed by use of a roller or tamper, and that is very essential if it has been necessary to bring in any fill material, or it will at some later stage settle and that sidewalk is bound to crack. In addition to that, if the sidewalk is going through a very wet area, then it is usually necessary to try and drain your gravel base below the concrete in order to control moisture changes and to control the softening of the base so that you won't get movement of the sidewalk.

Upward movement is generally caused by frost action, and in some sections of a town or city you know that section is subject to frost action because the street goes up every winter and down every spring with frost boils or heaving. Special precaution must be taken, preferably in putting in a heavier base of gravel or by drainage to try and prevent this from happening. I know of one section over at the University on the campus that has been in 15 years and it comes up five inches every winter and down every spring, but it apparently comes up in such a way that you just get a hump and walk over it. If we had any traffic such as trucks, it would break up, but that is one case where the upward and downward movement has not caused a serious break.

As far as longitudinal movement is concerned you frequently get cracks across a sidewalk because the concrete has shrunk or reduced in length as it has dried and in addition to that when the temperature has dropped. This cannot be prevented but it can be controlled. We can put in joints about every 6 feet in a sidewalk or it is broken into blocks, and so long as they are scored to a depth about half the thickness of the sidewalk you can force the cracking to occur along those joints. That is probably the most important aspect from the standpoint of reducing unsightly cracking.

In order to get concrete to stand up for a long period of time in which the surface will be suitable and durable you have to place high quality

concrete, which is not difficult to obtain. It requires some care in the selection of the materials and definitely of course some care in mixing. As far as materials are concerned, they are most important. Sand and gravel should be examined or tested prior to use. If the sand has a large amount of organic matter it will not properly stand up over a period of time. The surface will get covered with small cracking and dust and wear fairly rapidly, and in particular it will be scaled to a large extent by the action of freezing and filling. The material should always be split in two sizes so you are using sand and rock separately rather than pit run material. If you were to require particular quality of concrete it is almost invariably cheaper for the contractor to split the material and he can produce a more consistently uniform material.

The cement is the standard cement available and it will almost invariably meet purchase standards.

In addition to cement, sand and gravel and water, if you are requiring any reasonable control you should use an air entraining agent. There are a number of products on the market such as dexer, airtrap, resin, etc. The reason for that is this. We have conducted a considerable number of tests at the university. If we were to make small concrete sections 3 inches square and 15 inches long out of ordinary concrete, 2500 lbs. or 5 bags to the yard, and make a similar mix using an air entraining agent and subject those two specimens to long cycles of freezing and thawing, we would find that the concrete without the agent can be reduced almost to gravel in as little as 50 cycles of freezing and thawing. But with an agent after 500 cycles we have probably just removed the corners. That is an extremely important development from the point of view of durable concrete in the last 15 years. It needs a certain amount of care and control. If it is to be used either the municipality or the contractor must be required to purchase an air meter for measuring the volume of air contained. These cost about \$150 but are easily operated by almost anyone and if the air contained is reasonably controlled you get practically no reduction in strength and no other harmful effects.

If you do not use an air meter you should not use air entraining agents because a large air content will cause serious reduction in strength.

As far as mixing and placing is concerned and the handling of the materials, it is preferable if you have a program of any size whatever to require a weigh or volume batching so you have some reasonable control on the quality. That is not in general a more expensive operation if you require a reasonable quality.

You should in addition to that require testing. You should test your materials and the concrete mix and have those samples broken at a testing lab and you will find that the small amount of money spent on testing can and will save to a very great extent a very expensive operation afterwards.

I had occasion a couple of years ago to investigate a complaint in which a whole series of sidewalks had disintegrated badly the first season. They had been placed in the fall of one year and the next spring they were by June almost entirely rubble. That was due entirely to the quality of the

sand being used and had that material been tested prior to its use it would have been discarded and a considerable amount of cost saved.

In addition to the mixing, two other aspects are important. One is what is known as curing. After the concrete is placed it must be kept wet in order to develop any reasonable amount of strength. The development of strength in concrete is a chemical process that goes on between the cement and the water. The water has a chance to evaporate and the chemical process stops and all further development of the concrete stops. It used to be that we required the surface to be kept wet for a period of three to seven days, but at present we can save that inconvenience and start using the sidewalk the following day by using a curing compound which can be sprayed on the surface of the concrete immediately after placing and it is not sticky so that it can be walked on the following day. That prevents the water held in the concrete from evaporating and permits the chemical action to continue. The cost is small. In terms of construction it is an almost negligible item. In terms of quality it can probably increase the quality as compared to a non-cured sidewalk by about 50 to 75%.

The other factor is freezing. Concrete should not be placed on a gravel base that is frozen nor should it be permitted to be frozen during the first 24 hours and preferably not for the first 36 hours. If it is frozen in the early stages the chemical action is stopped and it will never resume.

It is extremely difficult to give figures on cost. If you have a large program of course the cost can be kept fairly low. In Calgary for example they are laying a large volume of sidewalks by contract with one contractor. They are laying three to four thousand lineal feet a day. On a volume of that size sidewalks can be put in including grading gravel and concrete for I believe 49½¢ per square foot. For smaller programs of course and depending on the availability of materials the price would be smaller or larger.

PRESIDENT: Mr. Thorssen states he will be glad to answer questions.

Q. What about cinders as a base?

A. If they are well burned, quite satisfactory, but otherwise they have the sulphur content left in them and this in contact with water produces an acid that causes very serious deterioration.

Q. Will the chemical action again proceed if the sidewalk after being drained is dampened?

A. If you dry out the sidewalk the chemical action stops. However, if you saturate it later the chemical action will resume to a certain extent but not to the full extent.

Q. What grade is permissible?

A. After you get to a 20 or 25% grade you should start using steps.

Q. Are there any advantages or disadvantages to mixing in a small amount of chloride?

A. The only disadvantage would be if you used too much. During cold weather calcium chloride should be used at a rate not exceeding 2 lbs.

per sack of cement. If you use 4 to 6 lbs. you will get a harmful effect. It should be dissolved in water prior to adding to the mix. It only takes about 2 minutes to do this.

Q. You speak of sending this sand or gravel in to be tested. What about testing for asphalt paving and the like? You would have different tests. What do we send—how much sample, and should we specify what we are sending it or, sidewalk, paving or seal coating? Another thing, this chemical you put on the top of the sidewalk is a little bit new.

A. Yes. Quite new, about the last five years. As far as testing is concerned. There are two places you can send it in Edmonton. You can send it to Materials Testing Laboratories in Edmonton, at Box 116, and also to the University of Alberta. I am head of the firm. They both do commercial testing on sands and gravels. The best procedure would be to write to either one of these and tell them what your problem is, what you are planning on doing, and they will tell you what size of samples you need and what it will cost and where to send it and so on. Personally I think a certain amount of testing is absolutely necessary to produce a good quality of either concrete or asphalt paving. I have not dealt with asphalt paving and have said very little about frost heaving because Dean Hardy will be dealing with that this afternoon, and particularly with frost heaving because that is one of the big problems of maintaining streets. The cost will normally be for testing a fraction of 1% of the cost of your program.

MR. SHACKLEFORD: There should be a test made prior to anything being done. Someone can slip something over on us. How can we prevent that?

A. It depends on whether you are specifying the location from which the contractor must obtain the sand or gravel or whether you are permitting him to obtain it on his own. If you specify location you should have that particular pit tested. That means testing or sampling by putting down holes throughout the area likely to be used. If you call for tenders you can specify that your gravel must meet the Canadian Standards Association specifications and put the onus on the contractor that he must submit samples and obtain those results prior to using that material and these must conform to the standards that have been specified. During the course of the work however there should preferably be continuing tests made. As far as sand and gravel is concerned if the material has been tested covering the volume of the pit being used prior to the start of the job that is sufficient. As far as the concrete itself is concerned you can make concrete cylinders the first day it is poured and get test results within 7 days that will give you an excellent indication as to whether it is suitable or not. They can be made periodically throughout construction. They are not difficult to make and instructions for proper making can be submitted to someone in the municipality looking after the work and they can make them, keep them for a day until they harden and then ship them into the lab.

Q. Is there any type of water that should be used in mixing concrete? We may have water with a slight soda content. I am wondering if that affects it?

A. Very rarely will you have any difficulty with water so long as it is suitable for drinking. It is then almost invariably satisfactory for

concrete. It may have a high alkali content but if it can be used for drinking the content is not sufficient to cause any harmful effects. Out east here, for example in Wainwright and Vermilion area, the alkali content of the water and soil is high. Then it is almost essential to use the special cement known as "Calgary". I have seen house foundations collapse in as little as three years entirely due to this condition of water in the soil. Good quality concrete will stand up much longer however. If you know you have an alkali condition it is essential you have that soil analyzed to determine whether or not it is necessary to use "Calgary". The cost is almost double that of ordinary cement so make sure it is necessary.

PRESIDENT: I wish to thank Mr. Thorssen very much for his very enlightening address. He has given us information here that in many cases may save our municipalities many thousands of dollars and make the difference between having a good cement job and a poor one.

Now, year after year we meet in conventions and pass quite a number of resolutions. When those resolutions are passed the next step is to refer them to the cabinet of the provincial government, and for quite a number of years now we have had a very fine reception from the cabinet. They have given consideration to every one of our resolutions and many things have been ironed out that way. Other times we have not got everything we asked for but we have had a fine hearing and always been given reasonable explanations of why those resolutions were not acceptable to the government. Now, I think that is a wonderful thing, ladies and gentlemen, the co-operation that exists between our unions both rural and urban and our Department of Municipal Affairs in the government of the province of Alberta. I wish to thank Mr. Gerhart, who is largely responsible for that for the way our resolutions have been handled, and I now call on him to address you.

HON. MR. GERHART: Mr. President, ladies and gentlemen, I appreciate those kind words you have just said because that is the way we like to have it too, and it took us quite a little while to get the results that both of us were after. Thank you again, Mr. Chairman, for the invitation you always send to me. I hope you will for the next ten or fifteen years more, Mr. Chairman.

I like to bring you the good wishes and greetings of the government as well, because it is just one body, after all. You have a good convention again, and the spirit is good. There is an excellent attendance. Then to help you along, we have this delightful Indian summer. We wonder whether Calgary has this nice climate, or whether it is confined to us. Even so, we do have all those things that make this the most glorious place on this continent to live. My wife and I just came back from a 7,000 mile trip that took us into 18 or 19 different states of the Union, and we have come back here believing this is tops on this continent. We have everything—the best soil we saw, more luxury, a higher standard in a great many things, greater success in the small towns, and villages, and in every way. We seem to be living in the place we were searching for, and we came home thinking Alberta is a very very classy place indeed.

The activity that is going on in Alberta—we don't see it going on in any of those states in the Union to the same degree that it is going on here

in this province. You hear of what is taking place in Edmonton, but it is going on in Calgary, and we don't appreciate that—and it is going on in your own home town, and the rest of the people here don't appreciate that. It is going on more in our towns than in our cities. But nowhere in those 18 or 20 states is it going on in the same degree as it is here in Alberta.

The facilities for travelling in Alberta are improving. In Calgary the motels and eating places have become much better. The second best we ate or slept anywhere was between Calgary and Macleod. The only two places we felt we were dissatisfied with what we got in Canada, one in Alberta, one in Ontario. Everywhere else we got excellent service. Calgary is pretty high up on service to the travelling public, and if we can maintain that high position then the tourist trade will go even higher than it is at the present time. We should raise our sights mighty high, because we are really going places in a short time in this province.

All of these things bring their attendant problems. You will be interested in a little experiment I have made in the last two weeks. I have done it with you though you didn't know what was going on. How are you getting along in your municipality, I have asked, and what are your problems, and what do your councillors discuss, and what is the pet beef of your ratepayers? I thought I would get a mouthful in reply. All you want is money, and the taxpayer hasn't got any beef. That is a pretty good report, and I have had it from all of you.

Nevertheless we are going places, just the same. Just in five years we have had enormous increases in population and thus in our problems. Our cities are up 31% in population in the last five years alone and our towns are up 63%. That is a bigger population increase for the towns, so the towns are suffering those same pressures. There are not so many people to solve the problem, but the problem exists in our towns as well. The villages are up 6% so it is not serious or noticeable in our villages. The total population of the province is 911,000. 50% of our population is in the cities.

Our problems are getting worse. Take a walk downtown in Edmonton here yourself and see for yourself what is going on. The automobile population is greater. The traffic on our roads and highways is greater. The courtesy of the driver is fading away. Here in Edmonton is the hardest place we have ever been in for a pedestrian to cross a main street. The Edmonton driver won't let you cross the street at all. The next car steps on the gas and closes up the gap so you can't get across. That is one of Edmonton's transportation problems. But then you are going to get another surprise. If you drive your car and wait long enough, somebody will stop and hold back the crowd to let you go through—and when you turn around to see who did it, you will find it is a woman. The chivalry of women beats that of man all hollow when it comes to giving you a chance.

When dealing with the Vehicle and Highway Traffic Act, I don't know what the answer is. We might have to reduce the speed here to 15 miles an hour. It is hardly fair to be shut off the main roads by the speed of other motorists and not be able to cross. Publicity is one thing that is required. This is not so noticeable in other places, but here in Edmonton

we do have to learn to drive in thick traffic. It is a question of education and courtesy. But you do get a queer feeling when you find that it is the women who show the most courtesy.

Now it is not only the population which is increasing in this province. The riches of the province are increasing as well, and almost at the same rate. The real property wealth of the province has increased in the cities 51% in 5 years, in the towns by 14% and in the villages by 45%. A 6% increase in population in the villages has brought about a 45% increase in wealth. That is a wonderful record, I think.

Right now 49.65 or 50% of the population lives in the rural parts of the province, and 50% in the urban. 35% of the population is in the cities, and 15% in the towns and villages. It is interesting to refer to the comparative wealth. 54% is in the cities, and 46% on the farms. 46% of the people on farms have a slight edge on the wealth of the province. It works out at about \$100 per person in the country and about \$95 per person in the urban parts of the province.

The debenture debts in the province—while we heard a lot about it a couple of months ago—is not quite as serious as some of those people would have us believe. Some 40 towns and 19 villages have taken on debenture debt and 80% of the debt is self-liquidating. But it is a favor that has been done and not an injury, I think. And I think that following the election most of you would agree to that.

These sewer and water debentures are bringing on other troubles for our towns and villages that you councillors should be aware of or warned about. It is big business. The collection of money and the keeping of records means the administration of big business for towns and villages, and with the turn-over among councillors and the reluctance of people to serve you are going to have all kinds of trouble keeping records and books on that important business straight. We haven't a suggestion to make, but I am wondering if it wouldn't be a good idea to bring to the attention of your capable and able citizens the fact that they should take their turn, and also to try and see that the secretary takes on the job for a reasonable length of time and doesn't quit and leave because there isn't enough money in it. Wages for the secretary won't be the answer because we have had cases where the secretary's wages in a village have amounted to about 45% of all the taxes collected. So that will be one of your problems, to keep that in good shape so you can inform yourselves.

Well, Mr. President, we can come to something else perhaps that is more the purpose of your convention. Our towns and villages and cities have had a terrible shock the last couple of years. This is the first time they have been able to share in the government grants of the province, and I think it was mighty fine that they did. I notice one of your resolutions here I would like to refer to for a moment. I have a little thought to leave with you about it. Somewhere it says you give help to those who have and not to those who have not. Well folks, up to now we have had equalization grants. Let's draw a little right angle triangle with a vertical side and base. This low point can represent the poorest municipalities of the province and those that do need help and these others would represent the

best municipalities of the province which you say don't need help. I hope that is true. And we have considered it to be true. There is a spot to fill in to bring them up to the same level and that is the equalization system of grants. Those formulas are designed—we put that formula in to lift up the low part to the same height as the successful municipalities and have brought about equalization, but if we put in any more it will throw it out of balance on the other side and will give too much to the needy, and those that formerly we thought could pay their own way will be in need of help. In spite of that there comes a time in the philosophy when you should be able to help the man that is paying the shot for you. I seem to get a feeling in here that you think somebody over there ought to pay for something for us. That is in the whole business. Even in the proposal of the dominion government using the personal property tax. You can tax personal property but it is much nicer to get it out of personal property in Ontario. Most of these are attempts to get assistance from somewhere else to this group. There comes a time when those people who are big property owners and successful people are paying taxes for two or three old age pensioners and two or three people on relief. I suggest there are times when your tax bill too should be reduced a little bit and not only those of the fellow who has not as good a standard of living as you have. There comes a time when the whole thing must be kept in balance. Some of your resolutions have missed that point. The point of equalization has pretty nearly been reached.

That drought area of the province—everyone was broke in the 1930's and it is amazing to see the recoveries made there. Their standard of living is pretty nearly as good as the municipalities around them now. The equalization has nearly taken place. If extra additional money is to be tossed in to this pot for you, you can't just go on helping those people on the lower end of the line, but must lift them all together, so you will find those people you thought don't need anything will share in the provincial grants in the future. I think that is the way it should be if equalization is fair play and nearly accomplished.

In the past you will have recognized that about 9 mills has been given to the cities by way of assistance, pretty nearly 7 mills to the towns, a little over 6 mills to the villages, and I don't know whether you realize it or not, but 42% of all provincial revenue goes out as municipal, school and hospital assistance. Can you say you are not sharing in the wealth of the province? There will be more in the pot. You were surprised last year and happy about it. What makes you think you won't be again. These sums of money are getting bigger. There will be extra money for you. We have pledged to your assistance this 50% of the gas tax. You can pretty nearly calculate that yourselves. You can see what percentage is collected in the last three months and you will find your municipal assistance will go up 25%. That is a big increase for one year, Mr. Chairman.

Then you have a resolution to say that because of certain allocations that we have had in paying grants and in trying to educe and give assistance to those people who pay the shot, you are asking that the conditional grant or tax reduction subsidy be abandoned and that be made an unconditional grant. That won't be passed on to the ratepayer, I presume, and that will indicate still more assistance from the provincial government. Through-

out this whole picture our goal is not to separate our municipalities from our province. It is our belief that it would be silly to have one government prosperous and another one in poverty. This is all one picture. So we wish to pass these benefits out to all the taxpayers of all districts in the province and not by way of handouts to those who think they need them the most but by a definite over-all easement on all people who pay taxes in the province, both those paying big taxes and those paying smaller ones. It is the whole picture of living standards, and prosperity and grant money. That is going to be our objective.

And it is similar with debt. We hope the day will soon come when you won't have to go to the public to sell your debentures at all. Nobody will knock your debentures to 90c on the dollar the way they did with Dominion bonds, nor 80 or 70, nor pay 6, 7 or 8% interest like my home town did—and when I went to Toronto to find out why they did they said because they thought we would default. I said we have paid for the privilege of defaulting. Then we will default, I said. We hope to take you off the money markets of the world and provide Alberta money for Alberta people at ever-decreasing rates of interest too, because way back in 1935 and 1940 we used to tell you the fair price of money was three quarters of one per cent because that is all it costs to keep the books of the nation. That is still our objective. Slowly, step by step, those rates are going down.

Concerning civil defence—you have not heard much recently on this matter. There is a little re-organization going on in the method of control disclosed by some exercises we put on for our commanders. There will be some re-organization around the four target cities, Calgary, Lethbridge, Medicine Hat and Edmonton, and perhaps Grande Prairie. I have just come back from Ottawa, which was the occasion for this automobile trip, and they told us there that in spite of all you can see taking place in the international field, there was no indication whatever we could let up in the pressure we are putting on in national defence matters. We hope that the planning will soon be completed, and have not yet gone on to recruit this 3 or 4% of the public which by the way is rising if they are going to be needed at all.

Now, I was asked by Mr. Morrison to make a statement. He was around a while ago at our request to find out how much money you people would need to borrow for the future, and you were to send in your assessments so they could be considered early this fall, because we will call in you people on the executive as we have done before, with the rural executive, and have a good discussion on the ways and means. To get to the bottom of this we must have within 10% of the amount of borrowings the municipalities will be expecting to make in the next four or five years. Mr. Morrison says some of these are not in, and some of those secretaries who have not put them in are here at this meeting so he would like them to look him up and give him an idea to put on the statement.

Now, for the cities, the first consolidation of our writing in the City Act has already taken place and will be ready for distribution next Friday. There are some 80 amendments in the new book and it is available. That is the kind of service we intend to give all the time. The towns and villages are getting it already and they expect it, but the cities don't.

We appreciate the quality of co-operation we have had from you people here. The spirit is good. We are trying to accomplish something over the whole picture and are trying to take your advice. There may be compromise and balancing of things, but that is as it should be.

I am glad to come and join you and want to say that every member of our department is at your service. Come and see us if you need anything.

PRESIDENT: I am sure we are all encouraged to know there is more money coming, because after all that is what we are interested in. Thanks very much.

Yesterday you will remember that reference was made to Mr. R. S. Gillespie who has been attending these conventions for 17 years. This year he was unable to come on account of his health. Mr. Gillespie has been a great help to the union for many years. He has done a great deal of work aside from attending conventions. He has acted on many executives and committees, and we feel that some recognition of the work that he has done should be made. I would therefore like to move that he be given a life membership in this organization. I understand that under the rules of the organization this can only be done by a two-thirds vote of the convention. I will accordingly move that he be presented with a life membership.

MR MACKAY (CALGARY): I second the motion.

CARRIED UNANIMOUSLY.

MR. CRAWFORD (RED DEER): I would like to thank the members of the Union for this life membership you are presenting to Mr. Gillespie. We in Red Deer know his true value.

PRESIDENT: We will now proceed with resolutions.

MR. BREDIN (CHAIRMAN): **Resolution No. 22.** From the Resolutions Committee.

RESOLVED that all property, including government property, situated within the limits of any municipality, be assessed and taxed, and that all exemptions be abolished.

The city section felt this should be limited to crown lands but on further discussion the committee felt that the resolution should stand as it appears on your sheet. I would so move. The committee wishes to say that there should be no exemptions on any property, church or otherwise.

MR. MACKAY (CALGARY): I would like to make an amendment. Resolved that all crown property situated within the limits of a municipality be taxed. I don't think we are doing ourselves any good to say that all those organizations should be on our tax rolls, but as far as the government is concerned, I see that as an entirely different problem. We are not exempt in the sales tax at the present time. If the shoe fits one foot it should also fit the other.

CHAIRMAN: Would you change that to read that the government pay a grant equal to the full assessed value, as under the B.N.A. Act we cannot actually collect taxes?

MR. MACKAY: That would be quite satisfactory. We have this situation already prevailing in Canada. The province of Ontario has said from this point on that they pay taxes on every piece of provincial property—they pay a grant equal to the true assessed value and that includes the legislative buildings in Toronto.

MR. HOOKWAY: We could change this slightly. Resolved that all government property situate in the limits of any municipality be assessed and grants paid equal to the amount of annual taxes. I go all the way with the Mayor. The danger of the resolution at the moment is I think that we want those taxes on government property but there would be a wide difference of opinion on the taxation of government property. The City Act takes care of that, and it is the responsibility of the various councils under the City Act, as I understand it, to review each application as it comes before them for exemptions. I can see wide conflict not only here but back home as between the taxation of government property and the taxation of church and worthwhile community organization property. I suggest that my amendment would clarify the issue.

MR. TUCKER (CASTOR): The amendment now deals solely with the matter of exemptions on government property, and the resolution would read: RESOLVED that all government property situate within the limits of any municipality be assessed and that a grant equal to the full taxes be paid to the municipality in which such property is situate.

PRESIDENT: Are you ready for the question? CARRIED.

CHAIRMAN: Now we should deal with the other part of the motion. I would move that the original motion stand, other than crown property.

MR. ELLIS (LACOMBE): Those people that use these organizations in a town should be willing to pay a fair share for them. Inasmuch as the money for these organizations comes out of everyone's pocket I feel it would be fairer if these organizations paid their taxes.

MR. NORDEN (JASPER PLACE): Speaking of many of the organizations which do enjoy these exemptions at the present time, I have found on examining some of the plans, that much of the high priced or valuable land is used for these organizations and they get tax exemptions on them. In the planning business we are to discourage valuable sites of the town becoming tax free properties. I think that is pretty closely connected with this resolution.

MR. MILLER (EDMONTON): It seems to me that under the City Act every council has the power to give grants by by-law in lieu of taxes and the only ones exempt at present are churches and religious organizations. I don't think anyone will deny the fact that we need churches. There are a number of churches having a tough time carrying on, and if we did tax the churches we would be back in the same position as now. They would come to the councils and ask for grants in lieu thereof, and it would put the

members of council in a spot if they had to say they would give a grant to one church and not to another one. I would say this would be very unwise.

MR. SHACKLEFORD (LETHBRIDGE): I don't think any one of us could go back to our community and tell them we are going to tax our churches. I move we strike this off.

MR. FOSTER (TILLEY): I second that.

PRESIDENT: Ready for the question? To strike this out?

CARRIED.

CHAIRMAN: **Resolution No. 23.** From the Resolutions Committee.

RESOLVED that the provincial government be asked to refund to the municipality concerned 100% of all fines recovered from any person convicted of a violation of the government Liquor Control Act or the Highway Traffic Act committed within the boundaries of any municipality.

The feeling of the resolutions committee was that highway traffic infractions and liquor act infractions were chiefly the work of the municipal police. They had all the work of bringing the offenders to justice, and they only get 50% of the fines. We feel that the municipality should receive the full fines in connection with these two acts, and I so move.

MR. TUCKER: We do get 100% of the liquor fine and only 50% of the highway traffic violation fines. We have to write for it but we do get it back six months later.

MR. ALLAN (VULCAN): I second the motion.

MR. MILLER (EDMONTON): What about where you have the R.C.M.P.? I think we should leave those places out.

MR. TUCKER (CASTOR): Regarding liquor control act infractions, 100% of the fine shall be payable by the provincial treasury to the municipality in all cases where the fine is the outcome of the prosecution and conviction of the offender.

MR. ELLIS (HIGH RIVER): I don't think the Edmonton delegate's argument affects the case too much. Those towns who use the R.C.M.P. pay for that service. Therefore I think this resolution should be supported.

MR. BEVERIDGE (RED DEER): The government pays the cost of the magistrate and the court and it would not be fair to ask for 100% back.

MR. LAMBERT (JASPER PLACE): I go along with Mr. Miller. In municipalities policed by the R.C.M.P. they are charged about \$1400 a man. In a municipality such as ours where we were refused the Mounties due to the fact that they can't get men, we have to go out and hire policemen at \$2400 to \$2600 a year each, and I think that deserves some consideration.

PRESIDENT: Ready for the question?

CARRIED.

CHAIRMAN: We do not feel that we are ready to submit Resolution No. 26 as yet, and we will do further work on it and bring it in next year.

Now, **Resolution No. 27** is from Mayor Mackay's brief. We will take it paragraph by paragraph. But I will read it all first.

RESOLVED that the following recommendations in the brief prepared by Mayor Don Mackay be made to the provincial government:

1. Where arterial roadways pass through communities of a population of 15,000 or less, such arterials shall be constructed as a complete project responsibility of the provincial government.

2. In areas exceeding 15,000, and giving due consideration to the fact that larger cities have compensating factors in their favour by being focal centres of highway traffic—the cost of arterial roadway construction shall be divided on a 60%-40% ratio, with the senior level of government accepting the larger share.

3. On market roads, which are secondary highways of key importance in the economic development of not only communities but the province—the construction cost of same shall be shared on a 50%-50% basis.

4. That the provincial government share the costs of maintenance with the various municipalities on the same basis that the arterial and market roadways are constructed, viz., in accordance with the principles outlined in items 1, 2 and 3 above.

5. Where provincial highways bypass towns and villages the connecting roadway between the town limits and the highway merits consideration for assistance on an acceptable basis.

I will move clause (1) as a separate motion.

MR. TANNER (MAGRATH): I second that.

MR. KIDD (MEDICINE HAT): I would like to amend that to read "20,000".

MR. MURPHY (RED DEER): I think we ought to add "and maintained".

CHAIRMAN: No. 4 covers that.

MR. MURPHY: Put it in clause 1 and that will cover No. 4.

CHAIRMAN: Do you agree to that? AGREED.

MR. GARSIDE (EDMONTON): I second Mr. Kidd's motion.

MR. BEVERIDGE: I think it should stay at 15,000. When you get up to 20,000 you can afford to buy the necessary equipment.

CHAIRMAN: Ready for the amendment? DEFEATED.

Now, ready for Clause 1, with the addition of "and maintained"?

CARRIED.

I would now move Clause No. 2.

MR. SHACKLEFORD (LETHBRIDGE): I second that.

MR. MACKAY (CALGARY): Add "and maintained" to that too.

DELEGATES:

AGREED.

MR. TURCOTTE: The cost of constructing an arterial through Edmonton down Jasper Avenue would be quite different to the cost of building a highway down 8th Avenue in Calgary. I think the idea is that we should ask them to contribute to the cost of putting an arterial highway through a city at the same basic cost as it costs to build a highway through the country. If it costs \$30,000 a mile in the country on the average—and I know it varies—all we can expect in the cities would be the same amount of money. Otherwise you will run into the proposition that it will cost one figure one place and another somewhere else.

MR. MACKAY (CALGARY): Add the words "such arterial construction shall be on a trans-Canada highway standard".

MR. MILLER (EDMONTON): I am in accord with "maintenance" on item No. 1, but in item No. 2 you run into difficulty. Suppose Mayor Mackay says 8th Avenue has to be repaired, and the government says, we don't think so. The cities can pay their own maintenance. I can anticipate we might have some problem as to who would judge whether the road needs to be maintained and to what extent.

CHAIRMAN: Let's put just the amendment about adding "and maintenance". There is no seconder. Then it is LOST.

MR. TURCOTTE (LETHBRIDGE): I would second Mayor Mackay's motion to amend it by adding the words "such arterial construction shall be based on Trans-Canada highway standards."

CHAIRMAN: Ready for the amendment?

CARRIED.

Now, Section No. 3. I would move that.

MR. YUILL (BARRHEAD): I second it.

MR. MILLER (EDMONTON): I think in this case the words "and maintenance" should be put in.

MR. LAMBERT (JASPER PLACE): Some market roads are being maintained at 100% of cost by the province.

MR. MACKAY: In Calgary we have our refineries, Ogden shops and the stockyards—and we have the Ogden road to serve this community. It is part of Calgary. There is a tremendous trade in and out of the city that must use that road and it is not used by the citizens at large to any great extent. These kind of roadways are of great service to the people outside the city as well as those inside. There is value in that road to us, and it is our responsibility to pay our share, but it should reflect in the over-all revenues of gasoline taxes and licenses from those other places. Those are the kind of roads we have in mind.

MR. SHACKLEFORD (LETHBRIDGE): How about putting in "on all market roads"?

MR. MACKAY (CALGARY): Mr. Taylor himself said they never gave any contribution to market roads.

MR. LAMBERT (STONY PLAIN): 56th Street in Edmonton south from the Stony Plain Road to the country club is a market road and the pavement was installed and it is being maintained by the provincial government.

CHAIRMAN: What about the amendment suggested by Mr. Miller adding "and maintenance". Are you agreed to that? AGREED.

MR. TURCOTTE (LETHBRIDGE): We want to be pretty careful about these market roads. Make it "all market roads in towns and cities".

MR. FOSTER (TILLEY): I would second that.

MR. LAMBERT: But we have a situation where they are paying 100% on a market road. Are we going to cut it down to 50% where some people are already getting 100%?

MR. MILLER (EDMONTON): There may be some misunderstanding, and I move this section be referred back for further consideration.

MR. NECHKIN (RED DEER): I second that.

CHAIRMAN: Are you all agreed? REFERRED BACK.

Section No. 4—I would move that be filed.

MR. SHACKLEFORD: I second the motion.

CHAIRMAN: Are you agreed? AGREED.

Now, I would move Section 5.

MR. MACKAY (CALGARY): I would request that "cities" be placed in that, and then I would second the motion.

CHAIRMAN: Are you agreed to add the word "cities"? AGREED.

MR. SHACKLEFORD (LETHBRIDGE): What about the word "assistance"? What kind of assistance?

CHAIRMAN: Towards the cost of maintenance of the road.

MR. FOSTER (TILLEY): The municipalities have to build that road. A market road connects the village of Tilley with highway No. 1. The government paid 60% of the cost, I believe.

MR. TANNER (MAGRATH): Does the provincial government already contribute 60%?

DELEGATE: We are conflicting with the rural municipalities on these roads.

DELEGATE: I move this clause 5 be referred back to the resolutions committee for further study and consideration and that they get the facts from the department.

MR. BEVERIDGE (RED DEER): You can't ask these government men to give you anything with regard to policy. You can ask them questions on technical matters but not on policy.

MR. MACKAY (CALGARY): I would ask Mr. Morrison to give us a report on what assistance there is given in this regard.

MR. MORRISON: In rural municipalities the government contributes 75% of the cost of market roads as far as construction alone is concerned, but none for maintenance. A market road is defined under the "Public Highways Act".

MR. TURCOTTE: Take the town of Didsbury. They are two miles off the highway. That road in has been paid for then 75% by the government and 25% by the municipality, but not maintained. But it is just a gravelled road. I think what these people have in mind is that that road should be hard surfaced, and they say the government should maintain it so the people of Didsbury will be getting the same break as those of Crossfield or Red Deer.

PRESIDENT: In Didsbury we are two miles off the highway from the centre of town to the main Calgary-Edmonton highway. One mile is within the municipality and the other mile is in the town of Didsbury. At the present time the government will help to build the road for the first mile to the boundaries of the town of Didsbury, but from there on it is our responsibility.

MR. MILLER (EDMONTON): In the light of our lack of knowledge I second the motion to refer this back to the Resolutions Committee.

CHAIRMAN: Are you agreed?

AGREED.

#### LUNCHEON MEETING, FRIDAY, OCTOBER 31

J. E. OBERHOLTZER, DEPUTY MINISTER OF INDUSTRIES AND LABOUR, SPOKE ON "THE INDUSTRIAL DEVELOPMENT OF ALBERTA".

Mr. Chairman, ladies and gentlemen. I am very glad to be here today to address this gathering and enjoy your hospitality. When a civil servant gets a chance to participate in anything like this he generally starves for two or three days to enjoy his opportunities.

I wish to bring you the greetings of my Minister, Dr. J. L. Robinson, who as it happens is visiting his own municipality today.

I must admit that I was a little perturbed at the thought of addressing this gathering for this reason. I know Mr. Judge, the Deputy Minister of Municipal Affairs fairly well, and I observed that as soon as the plans for the meeting of the Union of Municipalities were announced, Mr. Judge almost immediately left town. However, I was a little reassured when I found that Mr. Gerhart hadn't left with him. Had both of them gone at the same time I would have been quite concerned about the group I was to speak to. I trust you have had a good meeting, and that your deliberations have so far been successful and will continue to be so.

I was looking your program over a little bit and I find you have quite a variety of speakers and subjects. I understand Mr. Blackstock has been telling you how to finance your projects, and that Mr. Gerhart was talking on the same subject this morning. Dr. Hanson has been describing the development of urban municipalities and you had possibly a more practical discussion this morning on how to build sidewalks. I myself grew up near Airdrie. And sidewalks were a great fascination when we came to town. They were made of plank and some got loose and those of us who got to town frequently became acquainted with them, so we would take some of the less experienced ones, and walk down the sidewalk with them and you could step on the end of one of those planks just before the other fellow, and the consequences were most gratifying.

The district in which I grew up was a pretty good district, I think. We never had a complete crop failure. The Oberholtzer family was not the largest—there were just nine of us. Further east there was a little drier area and they almost had crop failures. One time Dad decided we needed some new setting eggs in the spring, so we heard there was a farmer some miles distant who had a bunch of good chickens and we set out to get those eggs. The car was pretty well filled but we got there. Dad went in and got the eggs and he came out, and the other farmer came out too, followed by one single youngster, a sort of skinny little youngster. My Dad said, "That your boy?" "Yes". "Your only boy?" "Yes", he said, "You know, in this part of the country a guy's lucky to get his seed back."

Albertans are very modest people. We have the highest mountains and the best grain and the best beef and the prettiest girls and the best municipalities in the whole country, but we don't like to tell it too often, but we are gradually overcoming that modesty.

I was in eastern Canada about six months ago, and I was not too well acquainted with all the people, but there was a chap over by himself. I said, "Are you from Alberta?" And he said, "Son, never ask a man if he is from Alberta. If he is he will surely tell you and if he isn't he will just feel bad."

In preparing a little talk to a group such as this you must be careful how you arrange it and set it up. You want to present a picture just to suit the occasion. It reminds me of a young preacher who came to Alberta from eastern Canada and he was getting fairly well acquainted in his district which was in a rural area down in southern Alberta, where there is some ranching and some oil development. This Sunday he had given his sermon and he noticed a gentleman obviously of the ranch and oil man type, and when he went out on the steps to shake hands with the congregation this individual came up, shook the minister's hand and said, "A damned fine sermon". The minister was quite embarrassed and said, "Glad you liked it, but couldn't you use a different way of expressing your appreciation?" "It was a damned fine sermon," said the man, "I put a hundred dollar bill on the plate." "The hell you did!" said the minister.

I would like to take a small look at the picture of Alberta's industrial development. It falls into three main sections, past, present and future.

With regard to the past the only thing we need to remember particularly is that Alberta's past, industrially, is very very short. When you speak in terms of industrial development in regard to the old country it means hundreds of years. It means several hundreds in eastern Canada, and here it means less than 50 years. The province was incorporated in 1905, so there has not even been 50 years from that, and those of you who remember that period know that between 1905 and now, tremendous changes have taken place.

At that time the province was largely a ranching and trapping district with very few roads and only a lonesome few settlers. The cities were very small. About that time the town of St. Albert was bigger than Edmonton. The progress through pioneering and development and the setting up of farms and the beginning of industry took quite a few years, and so we can say that up to 1914 the first wave of immigration and settlement had taken place and then the first world war began and this did not help the country's industrial development. After the war for about ten years from 1919 to 1929 things were good. The farming development was pretty well complete. There was a distinct trend toward mechanization of farms. Towns grew up. There was steady development. Turner Valley began to produce. Medicine Hat established their potteries. The mining industry was well established and other industries related to farming, like packing plants and flour mills, became pretty well established.

Then just when everything was getting going in a pretty good way, along came the depression which we call the dirty 30's. That is another lost period in the development of the country. Those industries and businesses able to survive were stronger at its finish than at the start, but it didn't help much as far as industrial development was concerned.

Now we come to 1935, '36 and '37—a very very short length of time as far as industry is concerned. Then came the 2nd world war. That brings us up to 1945.

Up until 1945 can be considered the past of Alberta industrially speaking. Then we would consider 1945 till now the present period of our development, the period when most of it has taken place industrially.

What happened in 1945 and what is happening now? Right after world war 2 business and industry all across Canada gave a deep breath and said, let's get going. The Canadian government, and most provincial governments, launched what they called post-war reconstruction programs. Alberta did that and also set up the Industrial Development Board, and launched a publicity campaign aimed at publicizing the resources and opportunities of the province of Alberta. That was done across Canada.

The purpose of this post-war reconstruction program was two-fold at least. It was not only just to publicize the possibilities in this part of western Canada, but also that returned veterans could have jobs in private industry.

Up to that time I think the majority of people in Canada had a fair idea of the natural resources of the country, but not too specific, and certainly outside of Canada there was not too much information. The effect

of the publicity began to show up in two or three years. We began to have enquiries, first one or two, then more from eastern Canada and the States and Great Britain, to see whether there was any opportunity in this part of the country.

At the same time, due to the effect of the war, the oil reserves of the continent were depleted and the oil industry, being anxious to build them up, started a full scale search for oil. Lednc No. 1 came in in 1947, and just as if a trigger had been pulled, things began to move at a much more rapid rate.

I want to make one thing clear—that even before oil was discovered in Alberta there was indications that industrial development was rolling. I had in my office a few months ago a member of an architectural firm from eastern Canada who has since set up a branch office in Alberta, who said in 1946 before oil was discovered he had made a survey of Canada and had decided that Alberta was the logical place to set up a branch office because that was where the best opportunities for expansion and development were. Since then developments have proved he was 100% correct.

Possibly the quickest way to give an idea of what is happening would be to look at a few figures. I have set up here from the records of the Bureau of Statistics two columns of figures relating to the percentage of production of 1950 compared to 1949 and 1951 to 1950.

	1950 over 1949	1951 over 1950
Flour Mills .....	11%	22%
Packing Plants .....	9%	26%
Petroleum .....	40%	52%
Propane .....	200%	158%
Clay .....	7%	22%
Cement .....	9%	18%
Lumber .....	11%	18%
Wholesale .....	15%	13%
Machine Companies .....	19%	38%
Motor Vehicle .....	52%	20%
General Construction .....	49%	23%

When you quote these figures to eastern Canadians or fellows from the United States, they almost gasp, when you tell them about this increase of 50% in a year. Bank clearings were 15% over 1949 in 1950, and 13% over 1950 in 1951.

The charts on the wall here represent certain progressive increases shown graphically in the province in certain lines. There is a very steep climb upwards. Oil production goes almost straight up. Power consumption also goes up at a terrific rate, as does manufacturing production. Public debt goes down. Gas consumption up. So are wholesale and retail sales. Agricultural production also is going up.

And there are other features far more exciting. We have been keeping records for the last four or five years of the new companies incorporated in the province and their authorized capital. That takes in everything—the whole scope.

In 1948, 470 new companies were incorporated, with an authorized capital of over 56 million. In 1949, 777 companies, with a capital of 70 million. In 1950, 880 companies—104 million dollars, and in 1951, 960 companies with a capital of 212 million.

We do not have the full record for 1952 but in the first six months there were 650 new companies with a 271 million dollar capitalized value.

If we take these figures and break them down into a monthly figure, it means this. In 1949 new capital was coming into the province of Alberta at a rate of 5 million dollars a month every month. In 1950, at a rate of 10 million dollars, and in 1951 at a rate of 20 million dollars a month. So far this years it has been coming in at 40 million dollars a month every month. When you get new money coming in at that rate it means a lot of development.

In the manufacturing field alone, the number of establishments has doubled in twenty years. The cost of materials has increased five times, and the cost of gross products seven times between 1931 and 1951.

Engineers tell us that power consumption is a very basic figure, and in a country like Canada power consumption doubles in ten years. Between 1942 and 1952 it tripled.

Why is all this happening? Why has this terrific increase taken place?

The main reason of course is that Alberta has a wealth of raw materials. Oil, natural gas, coal, oil sands, lumber, salt, clay, limestone and sulphur which are all basic raw materials. Besides this, we have what industrialists call a suitable industrial climate. I am not talking about the weather. They mean the whole atmosphere of the attitudes of local governments, municipal governments, people themselves, plus conditions of labor supply, plus tax rates. They all produce conditions which are particularly good in Canada, and especially so here. We know why that is. You can't take very many countries outside of the North American continent where industrialists can invest money and be reasonably sure it is going to be safe. We are very fortunate in having a government whose policy of private enterprise is particularly suitable to industrialists. We have reasonable labor laws, because we have less disturbance here than any place else. They all go together to encourage industrialists and businessmen to work in this location. Our labor supply also is good. We have no surplus. In fact every day it appears that a shortage is imminent of men and women and boys and girls who can do any job to be done.

Transportation—we are well served with roads and highways and railroads and airports. Not much good comes out of war, but one or two things came out of the 2nd world war which were helpful to us—one is the airport development. In this era of air transportation the fact that we are served with excellent airports is very good in our development.

In any industrial picture, power is important. History has shown that wherever you have a concentration of power, whether it is hydro, electric or coal or gas or oil there you will get industrial development. What have we got? Tremendous quantities. Estimates are hard to justify but we have

a few—oil reserves at 1½ billion barrels. Gas reserves are still doubtful but we have several trillion cubic feet. More important than that is the fact that those proven reserves are increasing at a rate of better than a trillion cubic feet every year. Coal reserves have been definitely established at about 46 billion tons, and the oil sands up in the north with a reserve of 250 billion barrels. And we have hydro sites also. Those all go together to provide sources of power unequalled any other place in the world. We have a concentration of power which will eventually be used in industrial development.

We should mention oil a little. In the few years before we discovered oil money was coming into the province in exploration at about 12 million dollars a year. In 1947 it was 36 million, in 1948, 50 million, in 1949, 100 million, in 1950, 150 million, and in 1951 it was over 200 million—all exploration money. That is money in the form of trucks and equipment and men's wages, which in turn show up in the shops and grocery stores and theatres.

Crude oil production has gone from 7 million barrels in 1947 to 50 million barrels this year. How many oil wells have we producing in Alberta? A month ago we had 3,346 wells. I called this morning and got the figure of 3,451. 100 new wells in a month. You really have progress. That is not just oil but also refinery expansion and pipelines, all contingent upon the oil picture. Possibly oil has been just a little over-emphasized. Oil is news and throughout Alberta has had more free publicity than we could buy, but let's think of this.

Oil has helped, but so has lumber and wheat and sugar. Also this—when all the oil and gas in Alberta and Saskatchewan and Manitoba is gone, we will still have wheat fields, and coal in sufficient quantities to keep us running for thousands of years.

Now, let's just look at the future. From where I sit it is very rosy. Consider the chemical field alone—there is a hundred million dollars of chemical development going on here right now. 50% of the whole of Canada's industrial chemical development. That will continue and there will be more. The oil program will go rolling along. Agriculture is holding its own. We lack a little population, but it is an odd thing. It is just like the hen and the egg—population and industry go hand in hand. Which comes first is not always certain, but when you have industrialization you have population and vice versa.

Somebody strikes oil. The oil comes up and it must be refined, and go from a primary raw material to a primary industry. The by-products are raw materials for secondary operations such as celanese plants, and they produce yarn, and from the yarn we get the textile industries. It takes people to handle all of these things, so more people come in and buy groceries, and the farmers sell more products. More people want to know what to do Saturday night. We have more theatres, and more beauty parlors.

Where is it going to end? It is hard to say. About two years ago I had a fellow in from Texas. He wanted to know about the oil business.

The next afternoon he telephoned and said, "I just phoned you up to tell you that you folks don't know what is happening around here. Go to Houston and Dallas and Austen and see what happened and you will know what is going to happen here."

We don't know and can't know exactly what the future is going to be, but it does frighten you just a little bit. In 1946 when I was with the Research Council I was asked to prepare for the magazine *Industrial Canada* an article on Alberta's industrial potential, so I wrote it, pointing out that we had oil, gas, etc., and that we had the nucleus of a big industrial development, but that chemical plants take millions of dollars and it is hard to get capital in here and it may take ten or twenty or thirty years. Just five years after that it happened. It is here. To prophecy something and get it happening that quickly makes you think.

One other thought. What is happening here is happening all across Canada. In some variation or another the same thing is happening in every province. B.C. has the Kitimat project. Saskatchewan is beginning to feel the oil impact. Manitoba is industrially ahead of us and they have the Lynn Lake development—and that ore will come to Fort Saskatchewan. The development in Ontario is tremendous. Quebec is challenging Ontario. The Maritimes have their development. This is going on all across the country.

What is happening in the municipalities in Alberta is happening in Alberta, and what is happening in Alberta is happening in Canada. Huge developments are taking place. There is the St. Lawrence Seaway.

What will be the benefits to you and I as citizens in municipalities? It looks very much like for an indefinite length of time western Canada will experience headaches and growing pains. Housing, transportation, sewers, schools, streets, etc., will all be problems. These things are beginning to show up very definitely. Our population in the province has increased nearly 20% in the last ten years. But that was solely in the urban areas. The rural areas stayed almost the same. During the last two years the percentage of population of Alberta has shifted from 52% rural to 48% rural and 52% urban. That continued shift in population is attendant on this industrial development and will aggravate these same problems. There are compensations and many municipalities are anxious to get industries in to bolster up their development.

Our labor supply across Canada will be strained right to the limit. Canada is producing more than any other country in relation to population. It is stretching our labor supply to the limit. Whether there will be a shortage or not, time alone will tell.

What conclusions might we come to? I think we can conclude this. We are right in the middle of an industrial revolution. We can expect greater changes and greater things along this line to come. My only suggestion to you at the municipal level and ourselves at a provincial level is that we must plan accordingly and make plans big enough and wide enough to accommodate these things.

## AFTERNOON SESSION, OCTOBER 31st

PRESIDENT: Our first speaker this afternoon will be Dean R. M. Hardy, Department of Engineering, University of Alberta, who will speak to us on "Street Construction and Maintenance".

DEAN HARDY: The history of road building in our generation can be briefly summarized by three slogans. The first is "Let's get out of the mud". The second is "Let's get out of the dust", and the third is "Let's get out of the muddle". We in this country are well aware of the significance of the first two but the third perhaps requires a bit of explanation.

The "muddle" that so many road building authorities find themselves in at the present time is partially the result of insufficient long term planning. It is also due to a lack of understanding of the basic principle that the performance of a paved road is determined by the adequacy of its foundation in regard to drainage and strength. The "muddle" is evidenced by the stifling congestion of traffic in and about the larger cities and is becoming more and more apparent in the smaller communities. It is also evidenced by high maintenance costs, broken pavements and pot holes, all of which represent a tragic dissipation of public funds and failure of policies that were conceived as being of great public benefit.

My remarks today will be directed principally to those of you whose interests are centered in the smaller communities and rural municipalities. The larger cities have either solved their road building problems in terms of sound technical principles or they are so completely in the midst of the muddle that there is not much that can be done for them within the scope of our discussion today.

As most of you are well aware the process of "getting out of the mud" involves the use of gravel as the first step. The first application of gravel is usually four to six inches in thickness spread on the existing mud subsoil. This gravelling involves a capital expenditure of from 20 to 75 cents a square yard of road surface depending largely on the availability of gravel in the particular locality.

The maintenance of gravel roads involves blading and scarifying at frequent intervals and the addition of more gravel usually about once a year. The maintenance is not difficult until the traffic reaches a density of 300 to 400 vehicles a day. It then becomes so expensive that it is usually neglected with the result that pot holes and "wash-boarding" rapidly develop. These conditions along with the objectionable dust which is inherent with all gravel roads creates a demand for further improvement.

The final improvement is to pave the road. At least it should be the final improvement, but all too frequently the pavement is laid on an inadequate foundation so that either its life is only a few years or even a few months and expensive maintenance or complete rebuilding is required.

In a comparatively young and expanding area such as Alberta it is a reasonable assumption to make that most of our gravel roads will within the not too distant future become paved. For this reason plans should be made at the time of the first improvements that will insure that mistakes are not made in the early stages which will involve waste and reconstruction as

later improvements are made. The more important points which should be given consideration are as follows.

1. Before gravelling is undertaken the final grades for the paved road should be set and adequate provision for drainage provided. It is a misconception that soft "mud holes" can be corrected by simply dumping in gravel in the soft spots. These are usually associated with poor drainage and poor soil conditions. These are most economically corrected before any gravelling is commenced and the most expensive procedure is to wait until pavement is laid and the deficiencies are discovered by pavement failure.

2. The subsoil conditions should be assessed and some idea obtained as to the thickness of gravel base required to satisfactorily carry a pavement for the density of traffic and weight of vehicle anticipated for the road.

3. The material to be used in gravelling should meet the Provincial Highways Department specification for base course material. This can be determined by a test costing about \$10.00 at the University of Alberta. A proper base course material needs binder material in it. Binder is fine silt or clay. A proper base course gravel is not necessarily an expensive material. It is usually cheaper than concrete aggregate in any particular area and many pit run gravels in Alberta are satisfactory for base course materials by merely removing the large rock or boulders.

If a road gravel is lacking in binder material it is expensive to maintain. If it contains too much binder or if the binder is not of proper quality it will never prove satisfactory for a pavement foundation. Such material must be removed, wasted and replaced before a satisfactory pavement can be placed on it. Asphalt pavement laid on a poor quality gravel base will completely break up within a year of the time it is laid.

Pavements are of only two general types for all practical purposes in this province. These are concrete slab pavements and asphalt pavements. Concrete pavements have been sold for years on the basis of their permanence, while asphalt has frequently been sold on the basis that it provides a low initial cost, high maintenance cost road.

Both these contentions are wrong to a considerable extent. Concrete if properly made and placed can provide a largely maintenance free road. However, concrete pavements can be distorted and cracked by heaving of heavy clay subsoils which occur so widely in Alberta. They can break up due to "pumping" of the subsoil through the joints and at the edges of the pavement. They also can be completely disintegrated by cycles of freezing and thawing unless the concrete is protected by special admixtures. It requires carefully controlled and expensive concrete to secure a permanent maintenance free pavement.

The common conception that asphalt pavements are inherently inferior to concrete seems to be the result of the fact that they have so frequently been built on an inadequate base. An asphalt pavement is no better than its foundation.

There is a large body of scientific information and experience now available to prove that either type of pavement can be built as largely a

maintenance free and permanent pavement. However the cost of such an asphalt pavement and base will be considerably higher than most people expect who are familiar only with the costs of so-called low cost asphalt pavements which are essentially incapable of satisfactorily carrying their loads.

The selection of the type of pavement should be based on relative costs. In this province at the present time concrete pavements will be found to be more expensive than asphalt pavements which are capable of satisfactorily carrying the same loads. An additional advantage of the asphalt is that it can be laid directly on an existing gravel base with no waste of material if the stages in the construction from mud to gravel to pavement have been properly planned.

There are two main types of asphalt pavements in addition to possible dust layer treatments. These are "mixed-in-place" pavements and "hot-mix" pavements. Both types involve a surface layer of not less than about 2 inches of asphalt treated material. The scope of this paper will not permit a detailed discussion of these two types. The cost of the "mixed-in-place" job is usually somewhat less than that for the "hot-mix" pavement. However, it is more difficult to get as good a job and wet weather constitutes a greater hazard for the mixed-in-place job as compared to the hot-mix job. Unfortunately it is difficult to secure a contractor for a hot-mix asphalt paving job in a town or village because the job is small and at present all the contractors in this field are set-up to operate on a large scale. This situation may be expected to change within the near future. However, in the meantime a small community can only secure a favourable price for such work if there happens to be a large paving contractor working in that area on a Provincial Government contract. The cost of a 2 inch asphalt pavement on an existing gravel base will run from about \$1.25 to \$2.50 per square yard including the preparation of the existing gravel base.

The question of what constitutes an adequate base or foundation for an asphalt pavement is somewhat technical in nature, and a precise answer can only be given following a soil investigation for the particular job. However, for main street traffic for soil conditions common in Alberta the required thickness of gravel base will vary from a minimum of about 6 inches on dry sandy subsoil to about 12 to 18 inches on clay subsoils and to a maximum of about 24 inches where the conditions are excessively bad from the point of view of frost action.

These figures can be reduced somewhat for residential streets. This is justified on the basis that tests have shown that a pavement will carry a few passes of a heavy axle load without failure but a large number of repetitions of this same load will eventually cause failure.

One can encounter considerable argument on the point as to the effect of trucking on the performance of highways. From the technical point of view there is no argument. The heavier the axle load from a vehicle the heavier must be the road construction to carry it without damage to the pavement. This is just as true for a highway as for a bridge or a floor in a building. It is a proven scientific fact and to deny it can only contribute to the "muddle" in the highway picture.

There is one important factor in the design and performance of pavements in this country that I have not so far mentioned. This is the effect of frost action. We all, of course, recognize that we have severe conditions of freezing in Alberta but the basic principles of frost action are not generally appreciated. An understanding of these does not require a technical background and I think it perhaps will be worthwhile to briefly outline the fundamental ideas here.

When soil freezes the water in the soil expands slightly. In sands and gravels the heave of the surface due to this effect is very small. However, in clay soils it may amount to as much as  $\frac{1}{2}$  inch per foot of depth of frost penetration. Thus for a frost penetration of 4 to 6 feet below a pavement on clay the surface may heave as much as 2 to 3 inches. It is seldom however that this heaving causes damage to the pavement and the following spring it merely settles back to its original position.

Of much greater significance however is a second effect which occurs. The ice crystals forming at the frost line have a tendency to draw water from unfrozen soil below. This water is frozen in layers of pure ice and heaving of the surface occurs equal to the thickness of such ice layers. Heaving of more than two to three inches is always the result of such migration of moisture to the frost line.

Movement of water to the frost line in this manner can only occur in soils in which water can move by capillarity. There is no capillary movement of water in clean sand or clean gravel. For this reason no such ice layers form in such materials. The movement of water to the frost line is most rapid in silty soils of the type that occur so widely in Southern Alberta. In clay soils the movement of the water is so slow that only a very small amount of heaving can occur during one winter.

In the silty soils which are the most highly susceptible to frost heaving by this process, the heaving only occurs if there is a source of water to feed to the frost line within the height of capillary rise from the water table to the frost line. The reason for the extensive frost damage in Southern Alberta and the Calgary district last spring was the extraordinary high water table in these areas last winter.

At locations where ice layers have formed so-called frost boils develop in the spring. These involve complete break up of the surface of the road and are due to the fact that when the ice layers melt there is an excess of moisture in the soil which results in almost complete loss of bearing capacity below the surface.

The most common solution for frost boils is to remove the silty type soil at these locations and replace it with clean gravel or sand. Experience has shown that it is not necessary to remove the poor material to the full depth of frost penetration. The required depth is about two feet for main highway traffic and can be somewhat less for residential street traffic.

I have encountered a feeling amongst some municipal officials that to do a properly engineered job of road building is bound to increase the cost. Such is not the case. For example in recommending a properly graded base course material it may be considerably cheaper than other gravel material

that is frequently used for roads. Moreover an extra \$1.00 per square yard expenditure on additional base course is a small price to pay for doubling or even tripling the life of a pavement.

It is of interest to note that a study of the economics of truck hauling by firms who build and maintain their own roads as well as operate their own trucks shows that paved roads result in a considerable overall saving to them as compared to building and maintaining their roads to a lower standard. It is a fact then that the public pays for good roads whether they have them or not.

PRESIDENT: Thank you, Dean Hardy, for an interesting and informative address. We will now hear from Mr. D. B. Menzies, Commissioner of the City of Edmonton, on "The Neighborhood Unit and Its Relationship to Public Utilities".

MR. MENZIES: At the time your Secretary approached me to address this meeting, he outlined the topic he wished discussed and suggested that I choose the title. In dealing with my subject I should like to broaden its scope somewhat from the title originally suggested, and deal with the subject "The Neighborhood Unit and its Associated Problems".

Before dealing with any problems, however, it might be well to furnish a few particulars with respect to "neighborhood units", in case some in the audience are not acquainted with the term. A neighborhood unit consists primarily of an area of land within a town or city so set up as to provide a maximum of living comfort and convenience for its residents. In the City of Edmonton we are in the process of developing approximately sixty such units, thirty-five on the North Side of the river and twenty-five on the South Side. These neighborhood units do not include our downtown business sections, nor our large industrial areas, but are confined primarily to those areas where people make their homes. Each neighborhood unit is planned to accommodate approximately 3,500 persons, the population of some of our larger towns. Each unit is a little larger than  $\frac{1}{2}$  mile square and has an area in the order of  $\frac{1}{3}$  of a square mile. The units are not square, however, but depend on topography, the original street plan, etc. Each Unit has its own small business centre, its own recreational and park requirements, its own elementary schools and its own churches. Each such centre usually has direct transit service from the business centre to the downtown and business areas.

Each neighborhood unit is invariably surrounded by arterial roads providing contact with other units. An attempt is made to minimize high speed traffic in the unit itself, thereby making it safer for pedestrians and for children going to and from school. Each neighborhood unit is zoned to provide areas for single family homes, for multiple dwellings, for apartment sites and for small business areas, so that the living requirements of peoples of different ages and walks of life are provided for.

It should also be pointed out that for each five or six neighborhood units, an area is set aside as near as possible to the centre for a larger shopping and education centre. In such areas one finds smaller departmental stores, banks, medical clinics, etc., as well as land for high schools and larger parks.

Now for the problems associated with the setting-up of such units, particularly in areas which are presently subdivided, and usually on the gridiron basis. At the present time we are in the process of converting an area in the westerly part of the City into a neighborhood unit, and on the two plans before you I wish to show the area as it was originally subdivided and the subdivisions to which we are now trying to convert it. In the first place, our planners spot houses on the existing subdivision plan and try to arrange the new subdivision so that a minimum of house-moving will have to be effected. We invariably find that some existing homes lie on what must ultimately become roadways, or park, and we have always had to do a certain amount of house-moving to complete our scheme.

Our next step is to approach all the owners of vacant land in the unit requesting them to transfer their titles to the City on the assurance that they will be given a comparable number of equally valued lots in the new subdivision. On the whole, little difficulty is experienced in making such exchange, but, as is the case in all municipal work, there are always a few tough nuts to crack, and we run into the odd land-owner who refuses to come into the scheme unless he is promised two or three times as much property in the new subdivision as he relinquishes, or is promised cash much in excess of the assessed value of the land. In the odd case we have found it necessary to resort to expropriation, but by far the best method of making the change is by means of the "replotting" procedure provided for in Section 37 of the Town and Rural Planning Act—1942, R.S.A., Chapter 169, under which if 60% of the owners of the land in the affected area agree to the resubdivision, the remaining 40%, after due legal procedure, may be allocated new lots by the Board of Public Utility Commissioners.

At this point it should be pointed out that at the time the City of Edmonton was originally subdivided, little or no attention was given the problem of providing wider right-of-ways for future arterial highways, so that when we are laying out new neighborhood units we make provision for same as may be shown on the plans before you. Obviously the whole pattern for the City's arterial system must be decided upon before the actual laying out of neighborhood units can begin. These wide highway right-of-ways, with their accompanying "buffer strips" provide ideal routes along which to construct large trunk sewers and water feed mains, as well as telephone and power ducts, without the necessity of placing them below the paving itself. Our Planner tries if possible to arrange his arterial routes so that they are not fronted by residential housing. This has not been possible, for financial reasons, in many of the older parts of the City, but in such cases we have attempted to purchase additional frontage from lot owners for street widening, and in many cases have been quite successful. Widening streets through heavily builtup areas is a costly process, and in my opinion should if possible be carried out over long periods of time. It is essential that an overall arterial road plan be available if one wishes to undertake a long-time widening program.

A few words now concerning utilities and local improvements to service neighborhood units. It should be remembered that today's planners are providing for longer blocks and fewer cross streets in order to make more economical use of land. Moreover, most units have at least half or more

of their lots on curved streets, which fact creates definite problems for utility engineers. The main decision that has to be first decided upon by waterworks and sewerage engineers is whether it is more economical to use streets or lanes for the construction of such mains. It is not good practice to lay water mains in the lane, and sewers in the streets, because of high service charges. If water mains are laid in lanes of blocks in excess of 500' in length it becomes necessary in order to make the requirements of the Fire Underwriters and the Fire Department, to run mains periodically out through the lots to the streets in order to maintain the 500' spacing of hydrants ordinarily advocated. We have been following the procedure of providing narrow lots not exceeding 30' in width in many of our larger blocks to accommodate such hydrant mains, and are allowing the owners on each side to develop and landscape these lots just as if they were the actual owner. We feel that such practice is preferable to the registering of easements over private land.

The laying of sewers on curved streets is definitely more costly than the laying of sewers on straight ones. It is common engineering practice to provide manholes on a sewerage system at every point where the sewer changes direction; thus in carrying a sewer around a curved line one usually has to construct two or three more manholes than would be required for the same length of sewer on straight lines. With manholes today costing an average of between \$150.00 and \$200.00 each, such construction adds considerably to the expense.

One of the major problems presented by the new type of subdivision concerns the provision of power and telephone service for houses abutting curved lanes and streets. We have not as yet found it economically feasible in this part of the country to lay our service wires underground, and we still find it necessary to go in for overhead construction. Taking pole lines around curved lanes necessitates considerable "guying" of poles and we have been following the procedure of registering easements for same before actually selling the lots. We have also made an attempt to space our lots and our poles so that needed guy wires will lie along the line dividing two lots, thereby reducing the objection from affected property owners, but it is not always possible to do so.

I should like to close my remarks with a brief reference to the problem that is created in our new districts in assessing lots abutting arterial roads for local improvements, chiefly with respect to roads and paving. I should first of all like to deal with the arterial road at the rear of residential property. In that such lots have to pay ordinary frontage taxes for any road improvements carried on in front of their homes, and also any charges that may be assessed for lane improvements, we do not feel that such houses should bear any cost of the arterial road and they are accordingly not assessed therefor. In the case of the arterial road in front of residential houses, and where there are no service roads our practice is to assess in exactly the same manner as if the street were an ordinary street (the property is assessed for 13' of road width, the City-at-large bearing all additional costs). Where service roads are provided on either side of the arterial road two additional lines of curb have to be constructed, and for which the City-at-large has to date been carrying the cost. I think this procedure

should be changed so that the total cost of the service road as well as two curb lines should be assessed against the property, the remaining cost of providing the arterial road proper to be borne by the City-at-large.

From what I have said, some of my listeners may have gained the impression that the procedure we are following in laying out our new subdivision entails greater expense than would be the case if the gridiron pattern were followed. I have not the time to deal with the other aspects of the problem, viz: the compensating effects from both living and economic standpoints. Our Council feels that the policy being followed is the right one; our Town Planner is doing a very good job in making provision for the future needs of this City, and while we are experiencing considerable difficulty in financing many of the projects we must now undertake, we are convinced that the next twenty years will show such expenditures were highly justified both from the economic standpoint and also from the standpoint of making provision for the future needs of the City of Edmonton.

PRESIDENT: Thank you, Mr. Menzies. Now we will carry on with the resolutions.

CHAIRMAN: We have not had the information we wanted to get in connection with market roads. Mr. Morrison is trying to get Mr. Frame of the Highways Department on the telephone to clarify this matter but he is at a meeting and it is very difficult to contact him. I understand that under the Highways Act a market road is one exclusively outside of towns, villages and cities.

MR. SHACKLEFORD: Let's refer it to the legislative committee to deal with when they make their presentation.

CHAIRMAN: Are you all agreed. That means we will refer both Sections 3 and 5 of Resolution No. 27 to them. AGREED.

You will recall that in connection with Resolution No. 21 we were asked to bring it in in a slightly different form. Here it is:

WHEREAS by the Judge Report on provincial-municipal relations it was recommended that in respect of public welfare the cost thereof should be borne on the basis of 80% by the province and 20% by the municipality,

AND WHEREAS although the government has assumed a share of 60% of the cost of public welfare, this union considers that in relation to public revenue the government should now assume 80% of the cost as recommended by the Judge Commission,

THEREFORE BE IT RESOLVED that this Union request the government to carry out the recommendation contained in the Judge Report by forthwith assuming 80% of the cost of public welfare.

I move the resolution, and it can be dressed up a little bit more by the legislative committee.

MR. BEVERIDGE (RED DEER): I second it.

DELEGATE: Has it been decided that public welfare also means child welfare?

CHAIRMAN: Yes, by reference to the Judge Report it does.

Now, all in favor?

CARRIED.

**Resolution No. 6** from MacLennan:

WHEREAS as the law now stands in the matter of voting on money by-laws, the fullest use of the ballot commensurate with ownership of property is prevented because of the fact that only the husband or the wife is allowed to vote, depending upon which name is on the assessment roll,

RESOLVED that the law be changed so as to allow the wife to vote as a proprietary elector for their family residence property if her name is not on the assessment roll, providing that her husband is unable to vote, or because of disinterest; the same to apply should the family residence property be assessed on the roll in the name of the wife. Otherwise, the law to remain as is one vote for one property, and no person shall be allowed to vote twice on the referred by-law during the taking of the ballot.

BE IT FURTHER RESOLVED that the one that presents himself or herself first at the polling place to vote shall be the one entitled to vote if deemed to have requested a ballot.

We are putting this before you without any recommendation.

MR. MILLER (EDMONTON): I move it be tabled.

MR. NECHKIN: I second the motion.

CHAIRMAN: All in favor?

TABLED.

One matter we don't want to leave out is something on housing. Mr. Garside has a resolution which brings our thinking out in the form of a resolution.

WHEREAS Section 35 of the National Housing Act has been insufficient to permit municipalities to enter into low-cost housing projects,

THEREFORE BE IT RESOLVED that we recommend that the provincial government ask the dominion government to change Section 35 to permit the provincial government to enter into contracts with municipalities to provide this type of housing.

I would move that.

MR. MACKAY (CALGARY): I second it.

MR. WHITE (CAMROSE): I feel that there are very few people who are familiar with the principle involved in Section 35 of the National Housing Act, or the legislation passed by the Alberta government which implements Section 35 as far as cities are concerned. I understand that at the forthcoming session of the legislature there will be additional legislation to bring Section 35 into effect for towns at least. I think some sort of explanation as to what Section 35 means would be in order at this particular time.

MR. MACKAY: That section is one that has been given a great deal of consideration to lately, because it is the section wherein you can have a housing project if the city wishes to set up the authority for it and operate it. The federal government has said, we will pay up to 75% of the cost of building a rental project for your people provided the provincial government and the municipal government will put up the remaining 25%. Working on that scheme we started off to try and work this thing out, seeing that the provincial government as yet has been very reluctant to go into the housing field, the federal government will not deal with a municipality direct. The provincial government must deal with you—you can't short-cut.

So we had to deal with the provincial government, and finally they said, we will put up 25% of the money, loan it to you at 2%, and you carry on, and we will pass enabling legislation and set it up. So the machinery was started to operate where we could get a housing authority established. We thought we were making some headway under it. Under another section, (9) I believe it is, there is a clause whereby private industry can do the same thing. We were in the process of doing these two things, working towards a housing authority for a housing project, and a private company was working towards the same objective. The private company reached their quota of money assistance and proceeded to build. We find this—that under section 35 by the time we amortize our money and get N.H.A. standards and deal with a private business outfit to build it, we cannot compete rental-wise with the private outfit building those homes in Calgary. So the government project would cost more than a private business one.

So we said, we haven't the answer yet. This N.H.A. and enabling legislation we ask for is to get the provincial government to have another stage put in somewhere. Section 35 does not answer our problem because if we are going to have something better than economical rent I can't see how you can have it without some sort of subsidization scheme. The cities have not the funds to operate.

Section 35 says this—if you want to establish a rental and say you will rent for \$30 a month, if you lose money then we will put this 75/25% scheme into operation again and will absorb 75% of any loss you sustain in setting a rental figure acceptable to your community, provided the province and municipality will absorb pro rata their 25% share. We have only just in the last few months got the enabling legislation through, and we now find ourselves backing up a little because economically we can't compete with what is already going on in our city in regard to low rental projects.

MR. WHITE (CAMROSE): Out of the seven cities who are able to take advantage of section 35 by the enabling legislation passed by the Alberta government, Calgary is the only one that has looked into it so far. I have been batting my head against a stone wall for six or seven months in connection with housing. Only the metropolitan areas are able to get 80% loans from National Housing. It is 60/40 in the small communities and under present-day conditions it means that the average person building in one of the smaller communities must put up four or five thousand cash

as a down payment on a ten thousand dollar house. It really limits the field to a considerable extent. I don't think the motion as presented at the present time will do too much good. It only scratches the surface. It is a very big problem. I think possibly the formation of a special committee from this organization would be a good idea, or refer it to the legislative committee for intensive study and work in connection with the provincial government would help out more.

MR. MACKAY: We have smaller communities that can't qualify for N.A.A. and the smaller communities should be given some consideration. We have not got a local housing authority in this province yet to establish housing on a low rental basis. I cannot endorse the principle of subsidized housing for this basic reason—you are asking the fellow who is working his heart out trying to pay for his own home and pay his own taxes to help the other fellow who may as a result of this whole thing be shirking his responsibility. If it must be on a subsidized basis it must come from where the money is, not just from the municipalities. The provincial government has to take another look. I was given to understand that Mr. Manser, the head of Central Mortgage and Housing, would be here. The federal government will say, what more can we do because we will pay 75% of any deficit you have, but 25% still represents a very sizeable sum and it must come out of the pocket of the man who should not have to pay it.

MR. SHACKLEFORD: Let's leave it to the legislative committee to handle and if they have anything tangible to present, let's have it.

MR. MACKAY: We can go ahead, but you won't get an economical rent of \$58 for two rooms and \$68 for three without utilities. If we are going to subsidize it opens up a new field. Detroit, Chicago, New York and Los Angeles and such places all have tremendous housing projects, miles of apartments in which people are living under these subsidized plans. You wouldn't call the United States a socialistic nation. We are coming to the place where we must face the fact that this low rental group of people must be housed. It is one of the most important things we have to do. I believe in fighting communism, but I believe in doing it the right way.

MR. TURCOTTE: If we pass this, let's move a resolution about the fellow in the smaller community.

CHAIRMAN: Are you ready for the question?

CARRIED.

Now, here is a second motion:

RESOLVED that the provincial government be requested to arrange that maximum percentage loans be made available to smaller communities through the Central Mortgage and Housing Corporation.

MR. BEVERIDGE: I move that resolution.

MR. WHITE (CAMROSE): I second it.

CHAIRMAN: All in favor?

CARRIED.

Now, **Resolution No. 5**—we have a new resolution with respect to peddlers.

RESOLVED that the principles contained in Sections 323 and 326 of the Town and Village Act be changed by repeal, and that the provisions contained in Section 347 and 348 of the City Act be substituted therefor, and the definition of "business" as contained in Section 2 (b) of the City Act be added to the Town and Village Act.

I move that.

DELEGATE (BOW ISLAND): I second it.

CHAIRMAN: All in favor?

CARRIED.

Now, the second section of that re insurance agents.

RESOLVED that Section 327 of the Town and Village Act be repealed.

I move that.

MR. KIDD (MEDICINE HAT): I second it.

CHAIRMAN: All in favor?

CARRIED.

MRS. WILKINSON (CALGARY): I would like to move that all resolutions be in the hands of the Resolutions Committee one month before the convention date and that each resolution be checked with the proper department of government so that all relevant information can be in the hands of the committee.

My object in moving this is to help make it a little easier for the people who come here to discuss their affairs and establish the new principles they want.

PRESIDENT: All in favor of that?

CARRIED.

MR. MILLER (EDMONTON): I move that notice of the resolutions be forwarded to the municipalities 15 days before the annual meeting. They should have the opportunity of considering the resolutions and taking them up with their councils.

PRESIDENT: All in favor?

CARRIED.

CHAIRMAN: **Resolution No. 30.**

RESOLVED that the Union of Alberta Municipalities support the newly formed Alberta Municipalities Clerks and Secretary-Treasurers Association by making a grant equivalent to the sum raised by the Association through membership fees.

MR. WHITE (CAMROSE): It was decided to form an association of municipal clerks and secretary-treasurers. I was appointed secretary pro tem and a slate of officers was set up to look into a proper constitution for the organization, etc. The idea was expressed yesterday that municipal servants are in a class now something in the nature of a profession and that the interchange of information was very desirable, and that it was desired to make the profession attractive. We thought the union might wish to contribute to the new organization.

MR. GALBRAITH: A number of years ago we assumed such an obligation. No limit was suggested. There was some mention made of \$250 being the maximum.

MR. WHITE: That would be satisfactory.

MR. MILLER (EDMONTON): I think we would be well advised to refer this to the executive committee with power to act, and I would so move.

MR. SHACKLEFORD (LETHBRIDGE): I second that.

CARRIED.

CHAIRMAN: Mr. Morrison says there is no definition of a market road but a district highway is not more than 20 miles in length and connects a trading centre with a rural area. A 75% grant is made in the construction of all roads under the jurisdiction of a municipality.

MR. GARSIDE (EDMONTON): All those of you who have been fortunate enough to have seen the brief of the various commissions on taxation which has been made available to this union by Mayor Don Mackay, will I am sure agree that it is an excellent piece of work and required a great deal of research, and we should not let this convention go by without recording the feeling of gratitude we have to Mr. Mackay for making that resume available to us, and I would recommend that everyone should have a copy to keep for reference because it is the accumulation of information on many of the things we have been struggling for for years, and is a basis to go to the provincial government and say, your own men say this—and other persons in this province are all agreed that what we ask is reasonable. I move that this convention thank Mr. Don Mackay and those associated with him for the very excellent resume he has furnished for the information and use of this convention.

MR. ELLIS (LACOMBE): I second that.

PRESIDENT: I know you are all in favor of that. CARRIED.

CHAIRMAN: If there is nothing further, I should like to thank the other members of the resolutions committee who have done so much work—Mr. Ellis, Mr. May, Mr. Kidd, Mr. Riley and Mr. Garside.

MR. TUCKER (CASTOR): I would like to move a hearty vote of thanks to the Resolutions Committee for an excellent job. CARRIED.

PRESIDENT: I will now ask for the report of the Nominating Committee of which Mr. Tucker of Edson is chairman.

MR. TUCKER: I have been coming here for the last 31 years and hope to retire at the end of April next year, but hope that I may come as a guest and observer after that. So this is probably my last official act. Remember that your committee brings in a slate of officers because it is more convenient that way. If there are any objections to any of these, or if you wish to add any further names or nominate anyone else, that is your privilege.

**Patrons:**

Hon. J. J. Bowlen, Lieutenant-Governor, Province of Alberta  
 Hon. E. C. Manning, Premier of Alberta  
 Hon. C. E. Gerhart, Minister of Municipal Affairs

**Honorary President:**

H. Lynch-Staunton, Mayor, Didsbury

**President:**

L. S. Turcotte, Alderman, Lethbridge

**1st Vice-President:**

D. H. Mackay, Mayor, Calgary

**2nd Vice-President:**

Frank Aboussafy, Mayor, Coleman

**Executive:**

W. Hawrelak, Mayor, Edmonton  
 F. D. White, Secretary-Treasurer, Camrose  
 J. Kordich, Mayor, Ryley  
 A. E. Ellis, Councillor, Lacombe  
 J. E. McLeod, Secretary-Treasurer, Olds  
 C. D. Anderson, Alderman, Drumheller  
 J. M. Stone, Mayor, Jasper Place

**Legislative Committee:**

T. E. Garside, Edmonton  
 J. A. Beveridge, Red Deer  
 E. M. Bredin, Calgary  
 A. W. Shackleford, Lethbridge  
 Ross L. Ellis, High River

**Secretary-Treasurer:**

J. H. Galbraith, Ponoka

PRESIDENT: All in favor?

CARRIED.

Now, there is one further thing and that is the matter of the time and place of the next convention.

MR. TURCOTTE: On instructions from the city council of the city of Lethbridge, I am inviting you to come down to Lethbridge. As to date I would suggest that we leave it to the executive to arrange.

PRESIDENT: You have heard the invitation, and I don't think there will be any hesitation in accepting.

MR. ALLAN (VULCAN): I move we go to Lethbridge next year.

MR. ABOUSSAFY: I second the motion.

PRESIDENT: All in favor?

CARRIED.

MR. MAY: I should like to move a vote of thanks to our retiring president, Mr. Lynch-Staunton, for his work during the past year.

UNANIMOUS.

MR. LYNCH-STAUTON: I have enjoyed being your president very much, and I should like to turn over the chair now to the incoming president, Mr. Turcotte.

MR. TURCOTTE: I would like to thank the delegates for the confidence which they have shown in me in electing me as president for the ensuing year. I think we have had a wonderful convention in the last two days. The attendance has shown that the cities, towns and villages are aware of the many serious problems which affect all of us. From what we have heard from the various speeches made and from the debate on resolutions these problems will not grow less during the next 12 months but greater. Therefore this association will have a lot of work to do.

Again, thank you very much for your nomination, and I shall do whatever I am able to assist the work of the Union.

GOD SAVE THE QUEEN

## PAST CONVENTIONS

1. Organized .....	1905
2. Calgary, May 16-17 .....	1906
3. Red Deer, January 8-9 .....	1907
4. Edmonton, January 27-28 .....	1908
5. Lethbridge, October 14-15 .....	1909
6. Wetaskiwin, September 7-8 .....	1910
7. Macleod, October 25-26 .....	1911
8. Innisfail, September 11-12 .....	1912
9. High River, August 26-27 .....	1913
10. Camrose, September 15-16 .....	1914
11. Bassano, October 20-21 .....	1915
12. Edmonton, November 8-9 .....	1916
13. Calgary, September 19-20 .....	1917
14. Medicine Hat, October 9-10 .....	1918
15. Edmonton, November 10-11 .....	1919
16. Lethbridge, November 9-10 .....	1920
17. Calgary, November 16-17 .....	1921
18. Edmonton, December 14-15 .....	1922
19. Calgary, November 29-30 .....	1923
20. Edmonton, November 5-6 .....	1924
21. Calgary, December 2-3 .....	1925
22. Edmonton, December 1-2 .....	1926
23. Calgary, December 14-15 .....	1927
24. Edmonton, June 20-21-22 .....	1928
25. Calgary, June 26-27 .....	1929
26. Edmonton, June 25-26 .....	1930
27. Calgary, June 25-26 .....	1931
28. Edmonton, June 22-23 .....	1932
29. Calgary, June 28-29 .....	1933
30. Edmonton, June 28-29 .....	1934
31. Calgary, June 27-28 .....	1935
32. Lethbridge, June 10-11 .....	1936
33. Edmonton, June 10-11 .....	1937
34. Calgary, June 16-17 .....	1938
35. Lethbridge, June 16-17 .....	1939
36. Edmonton, June 27-28 .....	1940
37. Calgary, June 26-27 .....	1941
38. Calgary, June 25-26 .....	1942
39. Edmonton, June 24-25 .....	1943
40. Calgary, June 29-30 .....	1945
42. Edmonton, October 17-18 .....	1946
43. Lethbridge, October 30-31 .....	1947
44. Calgary, October 14-15 .....	1948
45. Calgary, October 6-7 .....	1949
46. Medicine Hat, October 5-6 .....	1950
47. Calgary, October 12-13 .....	1951
48. Edmonton, October 30-31 .....	1952

## PAST PRESIDENTS

- 1905-06—Organized in 1905 by Mayor Emerson, Calgary.  
1906-07—Mayor Emerson, Calgary.  
1907-08—Mayor Michener, Red Deer.  
1908-09—Mayor Cousins, Medicine Hat.  
1909-10—W. A. Briesbach, Mayor, City of Edmonton.  
1910-11—R. R. Jamieson, Mayor, City of Calgary.  
1911-12—J. W. Mitchell, Mayor, City of Calgary.  
1912-13—F. P. Layton, Town of Camrose.  
1913-14—F. W. Galbraith, Mayor, City of Red Deer.  
1914-15—W. D. Hardie, C.E., City of Lethbridge.  
1915-16—M. C. Costello, M.D., Mayor, City of Calgary.  
1916-17—N. Holmes, Mayor, Town of Claresholm.  
1917-18—J. B. Holden, Mayor, Town of Vegreville.  
1918-19—R. J. Chrystal, M.D., Reeve, Village of Carstairs.  
1919-20—R. C. Marshall, Mayor, City of Calgary.  
1920-21—M. Freeman, Comm. of Public Utilities, Lethbridge.  
1921-22—Chas. Gordon, Mayor, Town of Vegreville.  
1922-23—D. M. Duggan, Mayor, City of Edmonton.  
1923-24—W. G. Morrison, Mayor, Town of Vermilion.  
1924-25—Walter Huckvale, Mayor, City of Medicine Hat.  
1925-26—H. J. Montgomery, Mayor, City of Wetaskiwin.  
1926-27—Dr. G. H. Wade, Town of Hanna.  
1927-28—H. Wm. Meech, Comm. of Public Works, Lethbridge.  
1928-29—D. Mitchell, City Comm., City of Edmonton.  
1929-30—A. D. Shrimpton, Mayor, Town of Strathmore.  
1930-31—Fred J. White, M.L.A., Alderman, City of Calgary.  
1931-32—J. P. Evans, Town of Athabasca.  
1932-33—I. Bullivant, Mayor, City of Medicine Hat.  
1933-34—F. H. Tucker, Town of Castor.  
1934-35—J. A. Code, Mayor, Town of Camrose.  
1935-36—L. M. Colpitts, M.A., Mayor, Village of Sylvan Lake.  
1936-37—A. Smeaton, Ex-Councillor, City of Lethbridge.  
1937-38—S. A. Fox, Town of Innisfail.  
1938-39—D. H. Elton, K.C., Mayor, City of Lethbridge.  
1939-40—Neil Primrose, Councillor, Town of Vegreville.  
1940-41—J. W. Fry, Mayor, City of Edmonton.  
1941-42—W. A. Austin, Solicitor and Secretary-Treasurer, Didsbury.  
1942-43—R. S. Gillespie, Commissioner, Red Deer.  
1943-44—Frank R. Freeze, Alderman, City of Calgary.  
1944-45—Frank R. Freeze, Alderman, City of Calgary.  
1945-46—E. H. Tucker, Secretary-Treasurer, Town of Edson.  
1946-47—A. W. Shackleford, Mayor, City of Lethbridge.  
1947-48—A. A. Dunkley, Mayor, Town of Olds.  
1948-49—Fred J. Mitchell, Alderman, City of Edmonton.  
1949-50—W. Dyce Allan, Mayor, Town of Vulcan.  
1950-51—T. Wilkes, Mayor, Town of Lacombe.  
1951-52—H. Lynch-Staunton, Mayor, Town of Didsbury.

**LIFE MEMBERS**

R. J. Chrystal, M.D. ....	Carstairs
W. D. Hardie, Esq. ....	Lethbridge
A. T. Stephenson, Esq. ....	Red Deer
J. B. Holden, Esq. ....	Vegreville
G. H. Wade, M.D. ....	Hanna
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